



# ***Final Report to the Recreation & Conservation Office***

**Business Practices Consulting Project**

**December 19, 2008**



# **Table of Contents**

**Purpose . . . . . 2**

**Approach . . . . . 3**

**Roster of participants . . . . . 4**

**Findings . . . . . 5**

**Recommended projects . . . . . 10**

**Separate consultant recommendations . . . . . 34**

**Appendix A – Focus group input . . . . . 37**

**Appendix B – To-be (proposed) process maps 40**

**Appendix C – As-is (current) process maps . . . 61**

## **Purpose**

- **These are the key objectives for this project:**
  - **Create source material for preparing desk manuals (i.e., process maps).**
  - **There is a legislative mandate in the current budget to do this project.**
  - **Address grantee concerns about delays and costs with regards to RCO business practices.**
  - **OFM has been concerned about reappropriations due to grantees taking too long to get projects off the ground. Project appropriations have frequently crossed over into subsequent budget years.**
  - **A desire from RCO management for more consistency in business practices across programs. This will facilitate training the many new staff at RCO in a common RCO way of doing business.**

## **Approach**

- **The RCO staff, facilitated by the consultants, accomplished the following tasks in support of this project:**
  - **Interviewed RCO managers,**
  - **Conducted a focus group of RCO applicants and grantees,**
  - **Obtained existing process maps and converted them into visio format,**
  - **Identified business processes to map and redesign,**
  - **Scheduled and conducted work sessions with RCO staff where current business processes were mapped,**
  - **Shadowed RCO staff to view how systems and forms are used,**
  - **Prepared As-Is process maps,**
  - **Conducted a workshop to identify redesign ideas,**
  - **Conducted two workshops to refine redesign recommendations,**
  - **Prepared To-Be (or proposed) process maps, and**
  - **Prepared this report.**



## **Roster of participants**

- **These RCO staffpersons participated in interviews and/or workshops:**
  - **Brian Abbott**
  - **Lorinda Anderson**
  - **Jim Anest**
  - **Marguerite Austin**
  - **Kammie Bunes**
  - **Scott Chapman**
  - **Adam Cole**
  - **Patty Dickason**
  - **Marc Duboiski**
  - **Tara Galuska**
  - **Mark Jarasitis**
  - **Darrell Jennings**
  - **Rachael Langen**
  - **Robbie Marchesano**
  - **Scott Robinson**
  - **Leslie Ryan-Connelly**
- **A special note of thanks goes out to Scott Chapman who was instrumental and effective in scheduling meetings and workshops, facilitating the flow of material and work products, and providing support to the project.**

## **Findings**

- **Overall R&C and SRFB Processes**
  - While understanding that the process is sometimes statutorily driven, sponsors also report that the duration of the grant making process is too long.
  - Process maps show several examples of multiple and redundant reviews of applications and contract documents.
  - Long time lags in completing grants creates the need for reappropriations because projects change by the time funds are ready.
  - Sponsors report that presentations are an expensive burden for many organizations.
  - Processing reimbursements take too long.
- **Pre-app and application processes**
  - SRFB does quarterly review panels while R&C does annual panels.
  - SRFB application vetting is done by external entities while R&C staff review applications.
  - Process maps show multiple handoffs and sequential processing of comment forms during the early comment period.

## **Findings**

- **Application process**
  - Applications can be submitted when incomplete – there is no editing to ensure that fields are completed.
  - Concurrent application deadlines for different programs result in heavy workload spikes for RCO grant managers. Summer deadlines greatly impact some sponsors who have heavy programmatic schedules in the summer.
  - Comprehensive plans are checked and verified late in the process which results in some application denials after substantial review time has already been performed.
  - Several review steps occur in this process even before applications are deemed complete.
- **Evaluation & Award process**
  - Paper score sheets are used in several, sequential processing steps by multiple players resulting in multiple handoffs.
  - Projects that use grants for matching funds end up having multiple grant managers (one for the main project, one for the match).
  - Sponsors express frustration about the cost and disruption of live presentations.
  - Much of the SRFB evaluation process is handled by local entities whereas R&C evaluations are handled by RCO staff.

## **Findings**

- **Agreement process**
  - R&C agreements require much more documentation than SRFB agreements. Need to consider what is gained from the added documentation.
  - SRFB milestones can be solicited in the application thereby saving a step in the agreement process.
  - SRFB grants more time to sponsors for obtaining additional documents whereas R&C will cancel the agreement if all documentation is not available.
  - Agreements are routed in paper form and require multiple handoffs, reviews and signatures. The use of workflow technology and document sharing technology can improve this process. In addition, reducing signature requirements can expedite agreements.
  - Agreements are stored in triplicate: PRISM, project file, and chrono. This is too much redundancy.
  - The fiscal review step of the process is probably unnecessary.
  - Sponsors sometimes delay executing agreements even after the project has started.
  - Many amendments are the result of errors made during the agreement process.



## **Findings**

- **Amendment (time extension) process**
  - Amendments are routed in paper form and require multiple handoffs, reviews and signatures. The use of workflow technology and document sharing technology can improve this. In addition, reducing signature requirements can expedite agreements.
  - Many amendments are needed for mundane or simple errors in agreements and could be expedited through a lower level of review and approval.

## **Findings**

- **Interim reimbursements process**
  - Sponsors report up to 6 months to obtain reimbursements.
  - The process features multiple handoffs and reviews of paper-based billing packets.
  - 50% of incoming invoices are incomplete resulting in unnecessary follow-up and denials.
  - Many invoice denials are the indirect result of contracts that are overly prescriptive with regard to project inputs (which are likely to change over the life of the project) rather than project outcomes (which vary much less). Changing the contract model to be more outcome oriented may reduce the volume of minor billing discrepancies. Agreements can also include contingencies for minor, undetermined charges.
  - 300 sponsors did not submit an invoice last year (as required by the Feds).
  - The PRISM-AFRS interface is not automated, a problem especially for the manual payment data entry.

## Recommended Projects

The next several pages describe the redesign projects as they were created by the RCO groups facilitated by the consultants. Each project is presented in a grid format as shown below. There are 23 redesign projects in all. They are numbered consecutively according to how they were originally proposed as potential projects. However some numbers are skipped. This is because certain projects were either combined with others or eliminated from consideration. At the end of the proposed projects are three additional projects that the consultants presented. These two were not adopted by the RCO staff but are presented here for future consideration.

Project Number and Title	
<b>Description:</b> This section describes the project and how it would be implemented.	
<b>Benefits:</b> This section describes the service, efficiency or outcome benefits that may accrue.	<b>Negatives:</b> This section describes the negative impacts that may occur from the project.
<b>Supporting findings:</b> This section refers to the findings that were developed by the consultants based on interviews, analysis of process maps and the focus group. The section may also refer to the As-Is (or current) process maps found in Appendix C.	
<b>Priority/Timeline:</b> This section describes the proposed timeline or priority for implementation.	<b>Estimated costs/savings:</b> This section describes in a qualitative manner the estimated cost savings that might accrue to RCO through the project.
<b>Implementation considerations/barriers:</b> This section describes implementation requirements, policy considerations, potential IT modifications and other issues that will have to be addressed for implementation. It also describes any barriers that may appear with sponsors, RCO boards and so on.	

## Recommended Projects

### Project 1 - Implement alternating grant cycles

**Description:** Some Recreation and Conservation grant program would award grants in alternating years, once per biennium, rather than annually.

**Benefits:** Allow staff to focus on grant management and prioritize workload.

**Negatives:** Just changes the timing of when applications are processed – not total workload.

**Supporting findings:** Process 1 and 2 Overall Grant Processes. Evaluating and awarding grants in alternating years would not reduce the overall grant volume but would allow grant managers to focus on fewer grant programs at one time.

**Priority/Timeline:**  
Implement for BFP Local and NOVA for 2011-13 funding cycle.

**Estimated costs/savings:** Minimal. Could save costs for applicants b/c they can combine funding requests.

**Implementation considerations/barriers:**

- Resistance from sponsors who must wait a year to apply.
- Should be implemented ASAP for BFP Local and NOVA. Requires a public input process and Board approval.
- Could be applied to NRTP, LWCF, BIG – needs more study from policy team particularly for NRTP. Federal funding adds complications for going to biennial funding.
- Already applies to WWRP, ALEA, BFP State, FARR, NOVA E&E
- Should not be implemented for SRFB, FFFPP
- Align the funding cycles with other major funders such as federal agencies, NOAA, US Fisheries, etc.

## Recommended Projects

### Project 3 – Require sufficient sponsor registration

**Description:** Modify PRISM to require qualifying information for sponsors at time of applying: UBI #, Sec of State Registration, Tax ID #, articles of incorporation.

**Benefits:** Reduces staff time for working with sponsors missing basic registration status. Would facilitate project evaluation and award. Would also screen out applicants that are ineligible.

**Negatives:** None

**Supporting findings:** Process 3 & 4 - R&C and SRFB Pre-application Process. Applications sometimes are submitted from sponsors that are not adequately organized or registered with the State.

**Priority/Timeline:**  
Implement in current biennium.

**Estimated costs/savings:** Minimal cost savings. PRISM modification costs.

**Implementation considerations/barriers:**

- Would require PRISM modifications.
- Would result in higher confidence in application data.



## Recommended Projects

### Project 4 – Redesign workshops

**Description:** Combine Conservation and SRFB workshops to effect an overall reduction in workshops. Could also combine application and SAWS workshops for all programs. In addition, workshops could be offered on-demand through video on the RCO website.

**Benefits:** Reduce overall workload. Reduce workshop costs. If on-line training is available at the time when applicants need the information, bills submitted might be more complete and require less processing time. More efficient and accessible information for sponsors.

**Negatives:** None

**Supporting findings:** Process 3& 4 - R&C and SRFB Pre-application Process – workshops are time consuming to coordinate and deliver in addition to requiring grant managers to travel. Process 10 Interim Reimbursement Process – Processing reimbursement billings is very time consuming because bills are incomplete. Training sessions during the application process cover billing – however the applicant may not actually need to produce a bill for another year.

**Priority/Timeline:**  
Implement next biennium.

**Estimated costs/savings:** Recurring cost savings of reduced workshops. Incur the cost of developing and maintaining on-line training for topics such as billing. Might reduce the cost of processing invoices if grantees submitted more complete bills.

**Implementation considerations/barriers:**

- Section Managers take lead or delegate.
- External contractor may be needed to design combined workshops.
- Does not require legislative or policy change.
- Workshops could be supplemented by web-based tutorials, videos, printed media.
- For Recreation programs, combine SAWS and application workshops.

## Recommended Projects

### Project 5 – Improve policy manual updates

**Description:** Improve communications on policy manual updates. Policy staff would be in charge of all policy manual and timeline updates. Policy manual changes would be tracked on Sharepoint and updated year-round.

**Benefits:** Less confusion among sponsors. Higher quality applications. Less workload for OGMs.

**Negatives:** None

**Supporting findings:** Process 3& 4 - R& C and SRFB Pre-application Process. Many sponsors do not receive policy manual updates or the information is not timely.

**Priority/Timeline:**  
Start in early 2009 with 2010 completion.

**Estimated costs/savings:** Cost impact is unknown. Minimal license costs for Sharepoint.

**Implementation considerations/barriers:**

- Project will be started by policy staff in January 2009.
- Would need to test alternative policy update methods and measure effectiveness in retention, application quality. May also need public comment.

## Recommended Projects

### Project 6 – Move the planning deadline

**Description:** The deadline for submitting comprehensive plans would be moved to before applications are due.

**Benefits:** Reduce application evaluation workload by eliminating ineligible projects early in the process.

**Negatives:** Requires the applicant to produce a comprehensive plan much earlier in the process.

**Supporting findings:** Process 5 – R&C Application Process. The comprehensive plan is not reviewed for eligibility until step 21 of the process. If the plan is not eligible, all prior steps are wasted effort.

**Priority/Timeline:**  
Notify sponsors in 2009. Implement in 2010.

**Estimated costs/savings:** Eliminate time spent evaluating ineligible projects. Reduce sponsor stress as they know they are eligible.

**Implementation considerations/barriers:**

- Implementation overseen by Planning Specialist.
- Applicants may request more extensions.

## Recommended Projects

### Project 7 – Increase Submittal Standards for OGM Reviews

**Description:** Increase the requirements to obtain “Submit” status of a proposal. The minimum information required to do a technical review of the project should be required. PRISM edits should be increased to help ensure complete submittals. Grant managers will perform a cursory review of the proposal and terminate the review and send a notice informing the applicant that the proposal is terminated if it does not meet required standards. Applicants could continue with the application process, however the applicant will proceed without the input provided in the initial technical review. The grant manager will only perform the final technical review to verify all technical requirements are met. No comments should be provided to the applicant at this review.

**Benefits:** Finalizing at submittal eliminates the continuous application amending that occurs. This eliminates the problem of applications being moving targets prior to the review process.

**Negatives:** The applications may not reflect the projects at their best without access to doing amendments.

**Supporting findings:** Process 5 Application Process - Grant managers often spend a great deal of time doing multiple reviews of a project proposal. Applications can achieve submit status in PRISM with very little information placed in a few fields. Many applications are submitted with too little information to even describe the project. Typically up to 1 out of 6 applications are eliminated in the first 2 weeks of the grant cycle because applicant has decided not to pursue the grant.

**Priority/Timeline:**  
Notify sponsors in 2009. Implement in 2010.

**Estimated costs/savings:** High return and low cost to implement a new policy, draft a standard letter for applications that do not meet standards, and change PRISM edits.

**Implementation considerations/barriers:**

- Determining the completeness of reviews and the level of diligence to use is subjective. Cost savings will be realized only if OGMs reduce review time for applications that do not meet submittal standards.

## Recommended Projects

### Project 8 – Improve review panel comment process

**Description:** Implement electronic review panel comment forms that can be simultaneously accessed by all evaluators. Include a blog for evaluators to comment on applications. This would pertain to early review and evaluation for SRFB and only project review for RCFB.

**Benefits:** Reduced paper flow and greater efficiency in writing, tracking and collecting comment forms. Reduce duration of the comment process. This recommendation is scalable to the investment in technology that the RCO is willing to make – from a simple document to a system that retains all project materials that can be securely accessed by all evaluators.

**Negatives:** None

**Supporting findings:** Process 6 & 7 R&C and SRFB Evaluation and Award, Process 4 SRFB Pre-Application and Application Process. Evaluator comment forms are now written on paper and must be routed in paper form. This fosters an inefficient flow of paper documents, sequential processing, numerous handoffs.

**Priority/Timeline:**  
Notify sponsors in 2009. Implement in 2010.

**Estimated costs/savings:** Reduce the cycle time and duration of the comment process. The technology investment required could be relatively low if a simple shared document for updating commentary was added to PRISM.

**Implementation considerations/barriers:**

- Technology needs to provide security and access to participants outside of RCO.



## Recommended Projects

### Project 9 – Improve evaluation response process

**Description:** R&C applicants would submit standardized evaluation responses (including project goals and objectives) similar to the SRFB self-evaluation questionnaire along with their application. There would need to a different questionnaire for each program type to address specific areas of concern. This project is an existing SRFB practice that should be adopted agency-wide.

**Benefits:** Standardizing application requirements would streamline the application review process resulting in less back and forth with the sponsors and reducing the process cycle time.

**Negatives:** None

**Supporting findings:** Process 6 & 7 R&C Evaluation and Award. Many applications are hard to compare and contrast as the elements of the applications can vary, especially the evaluation responses. This will standardize these elements so that reviewers can evaluate more efficiently. This recommendation reflects an adoption of the existing SRFB self-evaluation questionnaire.

**Priority/Timeline:**  
Notify sponsors in 2009. Implement in 2010.

**Estimated costs/savings:** Benefits are an easier and potentially better evaluation process for the investment of developing program specific questionnaires.

**Implementation considerations/barriers:**

- This requires applicants to submit an additional form.

## Recommended Projects

### Project 10 – Provide more OGM/Review Panel review time

**Description:** Extend the technical review time period from 10 days to 1 month for SRFB applications.

**Benefits:** Higher quality application evaluation.  
Reduce staff overtime during this condensed period

**Negatives:** Does not address the issue that applicants sometime produce incomplete applications.

**Supporting findings:** Process 4 Pre Application and Application Process. SRFB currently allows approximately 10 days to conduct the first and final technical review of project applications under the assumption that applications will be 99% complete based on instructions and comments provided throughout the process. In practice they find that upon OGM review, applications have many missing elements, requiring significant effort by the OGM and applicant to finalize the application.

**Priority/Timeline:**  
May require more study before a decision to implement.

**Estimated costs/savings:** No cost savings but potentially could reduce stress on the SRFB staff.

**Implementation considerations/barriers:**

- This would require applications to be submitted earlier. This could conflict with sponsor and applicant calendars.

## Recommended Projects

### Project 12 – Fast track review for simple projects

**Description:** Implement a fast track review process for simple projects such as Nova and NRTP program projects. This would entail a streamlined application and fewer reviews using fewer players.

**Benefits:** Triage effect of removing simpler applications from the general application process flow freeing up resources for the more complicated projects.

**Negatives:** None.

**Supporting findings:** Process 5 – R&C Application Process. The existing grant application review process treats all projects the same and applies the same review steps regardless of project complexity. This project recognizes that some projects are simpler in concept and design and can be reviewed and approved with a lower level of effort.

**Priority/Timeline:**  
Notify sponsors in 2009. Implement in 2010.

**Estimated costs/savings:** Reduce workload by limiting review steps for small projects. Reduce duration of small project applications.

**Implementation considerations/barriers:**

- Would need to adjust staff workload to accommodate a different grant cycle/process.

## Recommended Projects

### Project 13 – Eliminate the match certification process

**Description:** The match certification process should be eliminated to reduce delays and staff workload in the R&C Evaluation and Award Process. The agreement document should be reviewed to ensure that the intent of the match certification is included in the agreement, and signing the agreement certifies that matching funds have been secured.

**Benefits:** Eliminating the match certification reduces the process duration time and staff time required to generate, follow-up on receipt and file the certification document.

**Negatives:** It is possible that the match certification might receive less attention from the sponsors when it is included in the agreement rather than using a separate form.

**Supporting findings:** Process 6 – R&C Evaluation and Award. The award process is hindered by the need to obtain a match certification. Eliminating this step would compress the process duration time and reduce staff workload.

**Priority/Timeline:**  
Implement in 2009.

**Estimated costs/savings:** Reduced process duration and cycle time. Eliminate 100-200 certification letters that require emailing, follow-up and filing annually. The cost to implement would be the legal review of the changes to the agreement and communicating the process change to staff.

**Implementation considerations/barriers:**  
Will require a notification period for sponsors.

## Recommended Projects

### Project 14 – Automate the application scoring process

**Description:** Automate the collection, compilation, and reporting of evaluation scores. The automated system would allow evaluators to input their ratings into a scoring system that can immediately compile and report results, allowing the evaluators to conduct their post evaluation meeting at the same session where the evaluation takes place.

**Benefits:** Reduce process duration and cycle time by eliminating several calculation and review tasks. Immediate compilation and reporting of scores would also allow the evaluators to conduct the post-evaluation meeting in the same session where the evaluation takes place, reducing travel and meeting costs and staff time spent arranging logistics.

**Negatives:** None.

**Supporting findings:** Process 6 – R&C Evaluation and Award. The RCFB application evaluation process relies on paper scoring sheets that are handed off from person to person. The current as-is map shows seven separate handoffs. Additionally, the evaluators must attend the evaluation session and then a second post evaluation meeting that is held 3 or 4 weeks later to discuss scoring issues and finalize the project scoring. This increases meeting costs and the process cycle and duration times, and increases the risk of making errors in the manual scoring calculations.

**Priority/Timeline:**  
Implement in 2009 if technology funding is available.

**Estimated costs/savings:** Reduce process duration by 3-4 weeks. Reduced cycle time, risk of error, and meeting and logistical costs. The cost of implementation is technology development or purchasing cost.

**Implementation considerations/barriers:**

- Funding needed for the technology solution.



## Recommended Projects

### Project 15 – More flexible agreements

**Description:** Write grant agreements to be more flexible with a standard list of eligible items. Agreements would reference the itemized list of eligible inputs in the Application. Agreements themselves would be less prescriptive regarding specific project inputs. This project should be piloted with maintenance and education projects with the results to be evaluated for potential expansion to other project types.

**Benefits:** Potential downstream benefits of simpler billing and amendments.

**Negatives:** Less specificity in agreement terms may have unintended consequences.

**Supporting findings:** Process 1 & 2 Overall Grant Process. A significant percentage of project billings are denied or suspended due to invoice terms not matching agreement terms even though the project is substantially in compliance. Many of these denials stem from minor discrepancies that are immaterial as far as the project is concerned. Making agreement terms more outcome oriented may reduce the volume of denied or suspended billings and the associated need for doing amendments.

**Priority/Timeline:**  
Implement in 2010 on a pilot basis.

**Estimated costs/savings:** negligible cost savings.

**Implementation considerations/barriers:**

- Pilot with maintenance and education projects. Evaluate results for potential expansion.
- In a later implementation phase, agreements would include a certain percentage of overhead and indirect costs.
- For SRFB agreements, milestones would be requested in the application rather than the agreement.

## Recommended Projects

### Project 16 – Streamline agreement approvals

**Description:** Delegate signature authority for agreements to Section Managers. Also, fiscal reviews would be eliminated.

**Benefits:** Could reduce the number of process handoffs and the cycle and duration time for completing agreements.

**Negatives:** Less oversight.

**Supporting findings:** Process 8 – Agreement process. Currently agreements are approved and signed by both the Section Manager and the Director adding a handoff and increasing the processing time. In addition, agreements are reviewed by a Fiscal manager. This project would curtail the Director review and signature and the fiscal review.

**Priority/Timeline :**  
Implement immediately

**Estimated costs/savings:** Negligible cost savings.

**Implementation considerations/barriers:**

- Director would have access to contracts and be able to review contracts with special conditions as needed.

## Recommended Projects

### Project 17 – Reduce timelines for preparing and executing agreements

**Description:** Reduce the time allotted for preparing agreements from 90 to 60 days and the time for sponsors to return signed agreements from 90 days to 60 days.

**Benefits:** Could conceivably reduce the agreement process duration time by as much as 60 days.

**Negatives:** Some viable projects may need to be cancelled if sponsors are late.

**Supporting findings:** Process 8 – Agreement Process. The duration time for processing agreements is too long according to stakeholder feedback. The process features two significant processing steps involve preparing the agreements and then awaiting signed agreements from sponsors. This project would reduce the allotted timelines in order to reduce the overall process cycle time.

**Priority/Timeline:**  
Implement in 2009

**Estimated costs/savings:** Negligible cost savings. Could reduce reappropriations.

**Implementation considerations/barriers:**

- Sponsors could have difficulty complying depending on their own approval processes.
- Need to inform sponsors regarding the policy change.
- May have to grant time extensions in certain cases.
- RCO needs to impose consequences.

## Recommended Projects

### Project 18 – Automate the internal agreement and amendment routing process

**Description:** PRISM would be modified so that agreements would be routed (within RCO) for approval in electronic form. PRISM would use workflow methods to track the routing of the agreement file to ensure that all parties are on track for review and approval similar to the TVS procedure. PRISM would also be modified to insert the agreement start and billing date and elements for project type automatically.

**Benefits:** Could significantly reduce the paper handoffs of the current process thereby reducing cycle time and the need to handle paper documents. Would boost visibility regarding who is reviewing, status of agreement.

**Negatives:** None.

**Supporting findings:** Process 8 – Agreement Process. The current agreement process features six handoffs of paper agreement documents prior to sponsor signing. This necessitates a sequential processing model which can be time consuming. Using workflow techniques, process steps could be executed concurrently without the need for handling paper documents.

**Priority/Timeline:**

Planned in 2009; Implemented in 2010.

**Estimated costs/savings:** Cost of software development. Ongoing savings from reduced staff time spent in routing and tracking agreements.

**Implementation considerations/barriers:**

- Development time and cost for implementation. Would entail a contract with PRISM contractors.
- Would require developing a routing procedure – handled by RCO staff.

## Recommended Projects

### Project 18a – Sponsors sign first – agreement routed in PDF

**Description:** Agreements would be transmitted electronically in PDF format to sponsors for their signature before subsequent signing by RCO.

**Benefits:** Incentive for sponsors to sign in a timely manner.

**Negatives:** None.

**Supporting findings:** Process 8 – Agreement Process. The current process has RCO signing agreements before sponsors. This reduces the incentive for sponsors to sign the agreements in a timely manner.

**Priority/Timeline:**  
Implement in 2009

**Estimated costs/savings:** Negligible cost savings.

**Implementation considerations/barriers:**

- Minor technical modification to send agreements in PDF format.
- Spam filters may screen out the PDF attachments.
- Need to verify e-mail capabilities of the sponsors.



## Recommended Projects

### Project 19 – Streamline amendment authority

**Description:** Authority for approving amendments would be streamlined. Potential changes suggested by staff include:

- Cost increases or decreases of less than 20% are approved by Section Managers,
- Time extensions are approved by OGM and Fiscal based on criteria unless it crosses biennium,
- Limit internal amendments to technical corrections and scope changes adding elements and items,
- Section Managers approve all amendments unless a higher review is deemed appropriate,
- OGM can approve admin and A&E amendments up to program limit (in PRISM); Section Manager approves admin and A&E amendments up to policy manual limit,
- Deputy or Director approves cost increases or decreases greater than 20%.

**Benefits:** Delegating authority for amendments can reduce process handoffs, cycle and duration time. May increase staff morale.

**Negatives:** None.

**Supporting findings:** Process 9 – Time Extension Amendment Process. The current process incorporates several review and approval points for amendments even though many amendments are minor in nature. SRFB already has a streamlined process that bypasses Board review.

**Priority/Timeline:**

May need more study by RCO management prior to implementation.

**Estimated costs/savings:** Negligible cost savings.

**Implementation considerations/barriers:**

- Needs review by Agency management.
- Policy manual changes needed.
- Certain elements may require changes to WAC.

## Recommended Projects

### Project 20 – Electronic billing

**Description:** Paper invoices and billing materials would be completely replaced with an electronic billing system that would drastically reduce cycle and duration times of the process. The system will eliminate paper-based process flow and allow the grantees and fiscal to resolve issues more quickly. The technology solution could be enhancements to PRISM or other solutions.

**Benefits:** Could significantly reduce or eliminate the amount of paper billing documents thereby reducing process handoffs and compressing process duration time. It would also reduce the cycle time of communicating with grantees regarding billing issues and changes.

**Negatives:** None.

**Supporting findings:** Process 10 – Interim Reimbursement Process. The current interim billing process features billing documents submitted on paper and handed off between RCO staff in paper form. Using paper documents precludes efficient transfer of billing documents, relies on physical handoffs, increases filing and storage requirements and increases the potential for lost documents. The grantee focus group revealed that RCO customers are very dissatisfied with the duration of the reimbursement process.

**Priority/Timeline:**

Implement in 2009-2010 unless a statewide grant management system comes on line sooner.

**Estimated costs/savings:**

Reduced workload for Fiscal staff. Offset by costs for either modifying PRISM or implementing a billing software package.

**Implementation considerations/barriers:**

- Funding for developing or purchasing software is a barrier in addition to the unknowns associated with the OFM grant management system that is expected to affect RCO in 2 to 3 years.

## Recommended Projects

### Project 21 – Improve closeout documentation

**Description:** Documentation prepared for project closeouts would be enhanced with a more complete and project-specific checklist and inspection report format, and the project closeout letter would be tailored to the project. This would increase consistency and quality of closeout documentation.

**Benefits:** Improving the closeout documentation would facilitate a more thorough and consistent documentation. If properly closed out, project files would be easier to understand when they need to be reviewed for project revisions or public disclosure requests in the future.

**Negatives:** Additional workload for grants staff.

**Supporting findings:** Process 11 – Project Closeout Process. The project closeout process is not documented or standardized. RCO has received audit notes that indicated that closeout documentation was inconsistent and incomplete. Documentation and file maintenance is often overlooked due to more pressing concerns.

**Priority/Timeline:**  
SRFB pilot underway right now. Implement agency-wide once pilot findings are available.

**Estimated costs/savings:** One time cost to prepare checklists.

**Implementation considerations/barriers:**

- Requiring more thorough closeout procedures would increase OGM workloads.

## Recommended Projects

### Project 22 – Strategically plan travel and increase desk audits

**Description:** Assess R&C project risk to strategically plan grant manager site visit plans and promote desk audits of low risk projects. Encourage desk audits to closeout low risk projects or those that are too difficult to visit. For higher risk projects determine when site visits would be most beneficial to mitigate project risk.

**Benefits:** Reduce costs of travel and final inspections.

**Negatives:** There is potential that some projects might not be completed to specifications in the agreement.

**Supporting findings:** Process 11 – Project Close out. Desk audits are much more cost effective than site visits of projects completed throughout the state.

**Priority/Timeline:**

This practice already occurs for SRFB projects but there needs to be a written policy to guide consistent application. May require additional study.

**Estimated costs/savings:** Cost savings are reduced travel costs. Some RCO management time to develop the written policy.

**Implementation considerations/barriers:**

- Reduced grant manager time in the field could reduce the effectiveness of the relationships they have built with grantees.
- Projects that receive Federal funds require a site visit during project closeout.
- SRFB currently visits all projects at closeout because they believe it is necessary to thoroughly analyze the effectiveness of the project. This recommendation only applies to RCFB.

## Recommended Projects

### Project 23 – Implement self-compliance certification

**Description:** RCFB Project sponsors would self-certify that their projects are in compliance with the agreed terms. Compliance would then be verified through spot checks, aerial photos. Illegal conversions or other non-compliance would be sanctioned by restricting further funding.

**Benefits:** This would allow RCFB staff to attain a certain level of assurance regarding compliance without the need to physically inspect every project.

**Negatives:** Some sponsors may cheat.

**Supporting findings:** Process 12 – Compliance Inspection. Projects are subject to inspection to ensure that they are in compliance with project terms. RCO staff are not able to inspect all projects diminishing the level of assurance that projects are built to the agreed terms.

**Priority/Timeline:**  
Low priority for implementation.

**Estimated costs/savings:** Currently RCO is only attempting to inspect projects that require inspections.

**Implementation considerations/barriers:**

- There are more urgent issues that need to be addressed.
- Recommendation only applies to R&C. SRFB want to inspect projects periodically after close to learn about the long-term results of projects. This knowledge would help create more effective projects in the future.



## Recommended Projects

### **Project 24 – Regularly notify sponsors about grantee responsibilities**

**Description:** Send annual notification to RCFB project sponsors to remind sponsors of their ongoing responsibilities that relate to projects that were funded by grants through RCO.

**Benefits:** Reduce the number of revisions that occur in closed projects because the sponsor was unaware of their responsibilities.

**Negatives:** Additional cost and effort involved of notifying sponsors annually.

**Supporting findings:** Grant managers say that revisions to closed projects are very time consuming and come up unexpectedly. Oftentimes sponsors do not know about their responsibilities for grant funding received in the past. If they did know about these responsibilities we assume that some revisions could be avoided or at least addressed in a less urgent fashion than they are now.

**Priority/Timeline:**  
Low priority for implementation.

**Estimated costs/savings:** Reduced OGM workload due to fewer project revisions.

**Implementation considerations/barriers:**

- There are more urgent issues that need to be addressed.
- The impact on revision workload is just an assumption. The correlation between revisions and knowledge of grantee responsibilities is not known at this time.

## Separate Consultant Recommendations

### Project C1 – Increase standards for qualifying sponsors/applicants

**Description:** Increase qualifying standards for sponsors and applicants.

**Benefits:** Better quality applications that would require fewer amendments. Reduced application workload.

**Negatives:** May unfairly restrict qualified projects.

**Supporting findings:** The existing grant application workload can be overwhelming and result in lack of attention to otherwise qualified projects. This change would reduce the application flow at the front end by weeding out unqualified applicants early in the process.

**Team voting:**  
Implement now – 5  
Needs more study – 2

**Estimated costs/savings:** Significant staff time savings.

**Implementation considerations/barriers:**

- Need to establish qualifying standards and other criteria.

## Separate Consultant Recommendations

### Project C2 – Modify billing policies

**Description:** Perform a detailed audit on the first and last invoices submitted by sponsors. Perform spot checks on interim billings. Retain 5-10% retention and deduct questionable billing amounts from the last invoice.

**Benefits:** Would free up OGM time for project management.

**Negatives:** RCO may end up approving many faulty interim billings. Would have to rely on good auditing procedures to determine appropriate billed amounts at the end of the project.

**Supporting findings:** Current procedures call for every sponsor billing to be examined for compliance with agreement terms. This results in significant staff time spent on processing and examining billings.

**Team voting:**  
No voting conducted for this project.

**Estimated costs/savings:** Significant staff time savings.

**Implementation considerations/barriers:**

- Need to establish good audit procedures as the integrity of the billings and the sponsor's finances comes down to one final invoice.

## Separate Consultant Recommendations

### Project C3 – Applicants request R&C reviews before final submittal

**Description:** Currently R&C OGMs review applications at least once individually and then again in the project review meeting and a final time during the project evaluation process. This recommendation is to make it optional for applicants to request OGM reviews and project review meetings within parameters and timeframes set by RCO. The goal is to review only complete applications from applicants that want to receive input.

**Benefits:** Eliminate wasting OGM and project review team time on applications that are not ready for review.

**Negatives:** Some applicants might not know they need help and submit substandard applications for very good projects. When projects are reviewed for movement to “complete” status, there could be many missing components to the application.

**Supporting findings:** Process 8 R&C Application Process. OGMs reported that many applications (100-200 immediately drop out) have minimal information available for the 1<sup>st</sup> OGM review, and some are still incomplete at the project review meeting after OGM input is received. Applicants seem to know they are given many chances to improve the application and fail to meet interim deadlines. Interim reviews are then less productive than if materials were complete and the applicant really wanted to get RCO input to prepare a successful grant application.

**Priority/Timeline:**  
Low priority since this requires significant cultural change for R&C and applicants.

**Estimated costs/savings:** Undetermined. We do not know the exact percentage of applications that are not ready at specified OGM and project review meeting times.

**Implementation considerations/barriers:**

- Asking applicants to drive the review process is contrary to the current culture at R&C.
- If the review at final evaluation is not thorough enough it is possible that projects that have not been thoroughly planned would be funded and problems could arise during the implementation process.

## **Appendix A - Focus group input**

This is a summary of the comments recorded at the October 8 sponsor focus group. The comments reflect the perceptions and sentiments of the participants and have been edited by the consultants strictly for brevity. No attempt has been made to determine the veracity of these comments and no inferences should be made regarding their accuracy.

- **Overall comments:**

- Overall really like working with RCO and the staff.
- Built up trust over the years.
- Very pleased that RCO is asking for their input.
- Application process takes too long.
- Reimbursements take too long.
- PRISM is a better system than other paper-based processes.
- Other grant-making organizations do not require presentations which is preferable. Some will make an informal site visit.

- **Application process:**

- Takes too long. Big delay to get your money. Often this delay can immediately put the project off schedule because we might miss a window of opportunity to get started. There are seasonal concerns.
- The process takes a whole year. We really are starting preparing the next applications for the following year before the prior year's application cycle is completed.
- The timing of due dates in the summer is bad. It is our busy time of year and the people that prepare the applications need to be out in the field.
- What really matters is the presentation. Those that don't have the skill and resources are at a disadvantage.
- There was a new requirement for the applicant to create maps. This does not seem fair since not all applicants have the capabilities and resources. RCO should continue to do this.
- The presentation is a big burden on the applicant – especially if they are from eastern WA.
- Some other grantors ask a standard set of questions and have an informal chat at the site. No presentation.



## **Appendix A - Focus group input**

- **Application process (continued):**
  - It costs about \$10,000 to prepare an application. It would be good if we could be told early in the process if they think our project will get funded. Like telling us what the board's priorities are etc.
  - Lead entities feel that RCO repeats some of the vetting and prioritization that the lead entity already does. "They should trust us more." RCO Grant managers should come to more of our board meetings and stay for the entire time – rather than just leaving after we are done discussing their project. They need to know more about our business.
- **Evaluating applications:**
  - Fair and transparent. Satisfied with the process
- **Grant Awards:**
  - Takes too long.
  - Lead entities know how much they will be getting and don't understand why there is such a long time between when the evaluation is done and the projects finally can start up. What is happening in this time period?
- **Contracting;**
  - No real comments here. Seems fine.
- **Amending Contracts:**
  - Takes too long.
  - Sometimes amendments happen because there is the long delay in the beginning of the project when we finally can get started – so the project is immediately behind.

## **Appendix A - Focus group input**

- **Reimbursements:**
  - Takes WAY too long. It can take 6 months to get paid.
  - Paperwork is confusing and difficult.
  - One person had a big issue with the matching funds requirements. Something about getting property at below market rates and potentially not being able to come up with all the matching. They said that the deal they worked out was in the best interest of RCO but it didn't fit the rules necessarily. Also, administrative costs should be reimbursed in full rather than having matching requirements.
- **Inspections:**
  - No comment. Process is fine.
- **PRISM:**
  - PRISM is better than other grant processes that are all on paper.
  - Really like being able to access the PRISM repository and use it as their own electronic project files.
  - The PRISM upgrade has lost some functionality we had before. I think this had to do with reporting and seeing things all on one screen. Too many screens were an issue – but not sure if this was related to the upgrade.
  - Can't easily look at our own projects on the screen. I believe you need to run a report to get this info.
  - No real complaints on processing speed.
  - Data is accurate.
  - Much preferred to paper-based processes.
  - **Improvements:**
    - Multiple screen issue.
    - Look at only my projects.
    - People that do not have a log-in cannot view the data. It would be nice if others had a read-only access.
    - Better on-screen sorting of information.

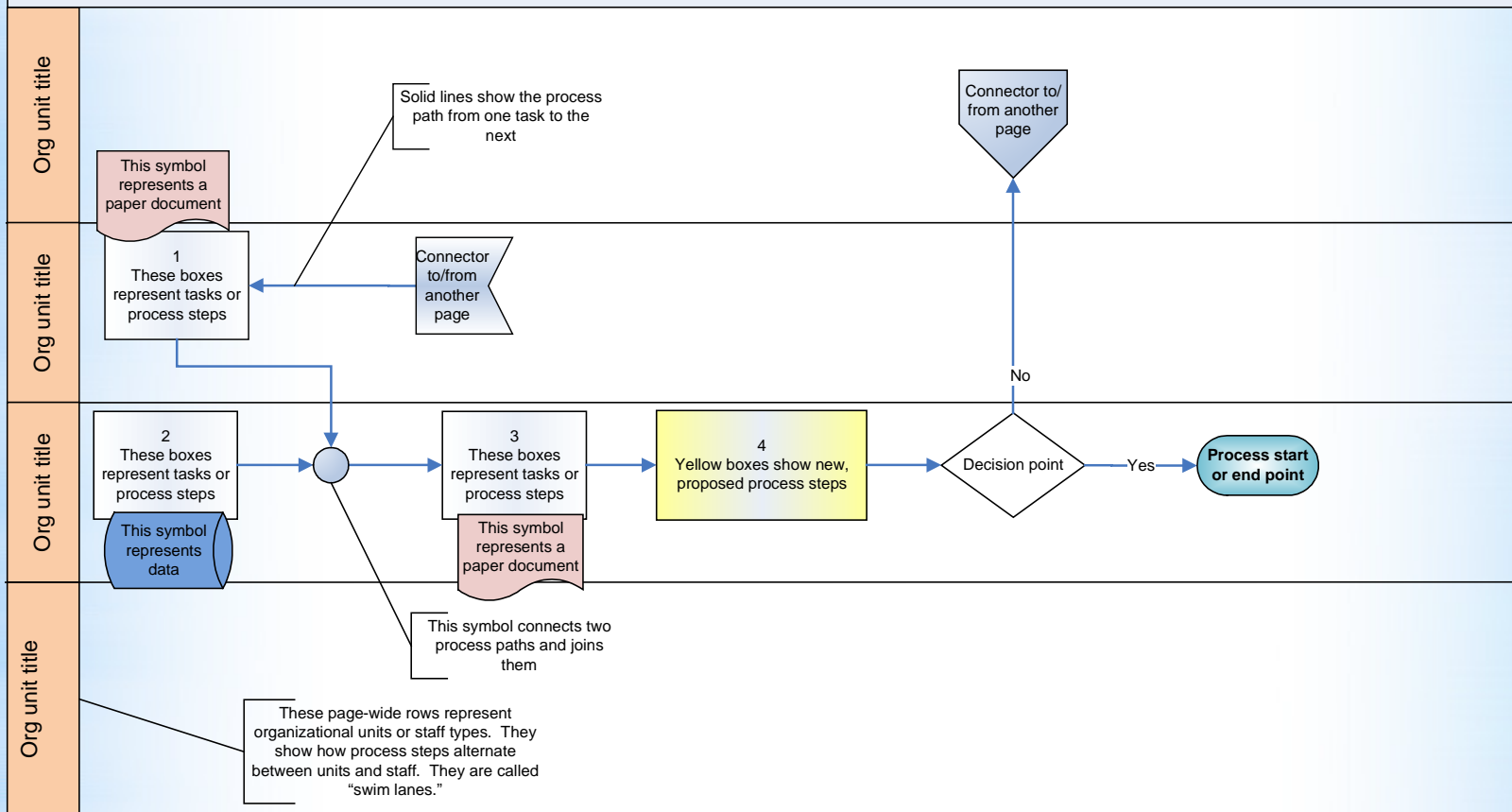
## Appendix B – To-be (Proposed) Process Maps

### Key to symbols

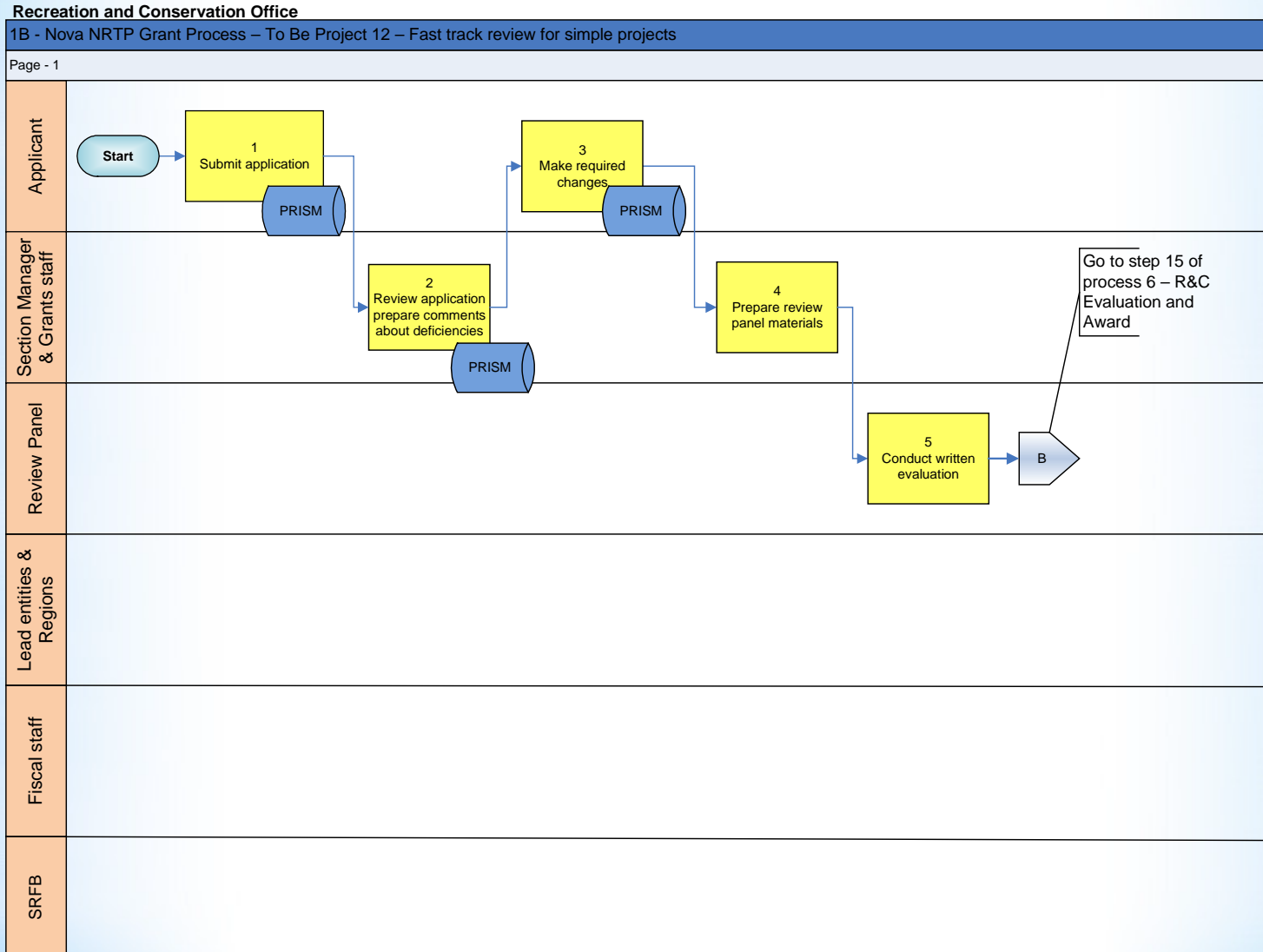
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Map number and title

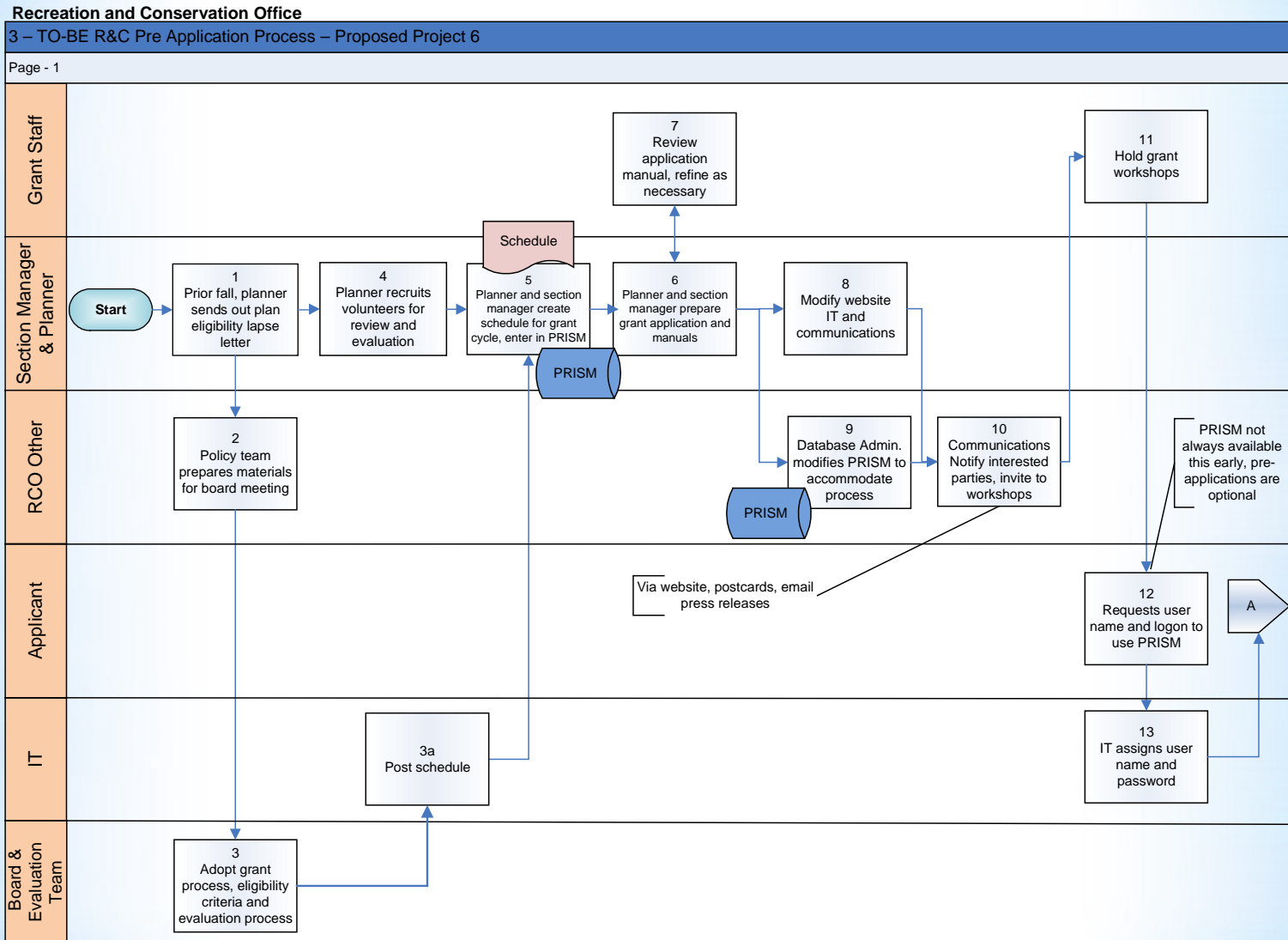
Page - 1



## Appendix B – To-be (Proposed) Process Maps

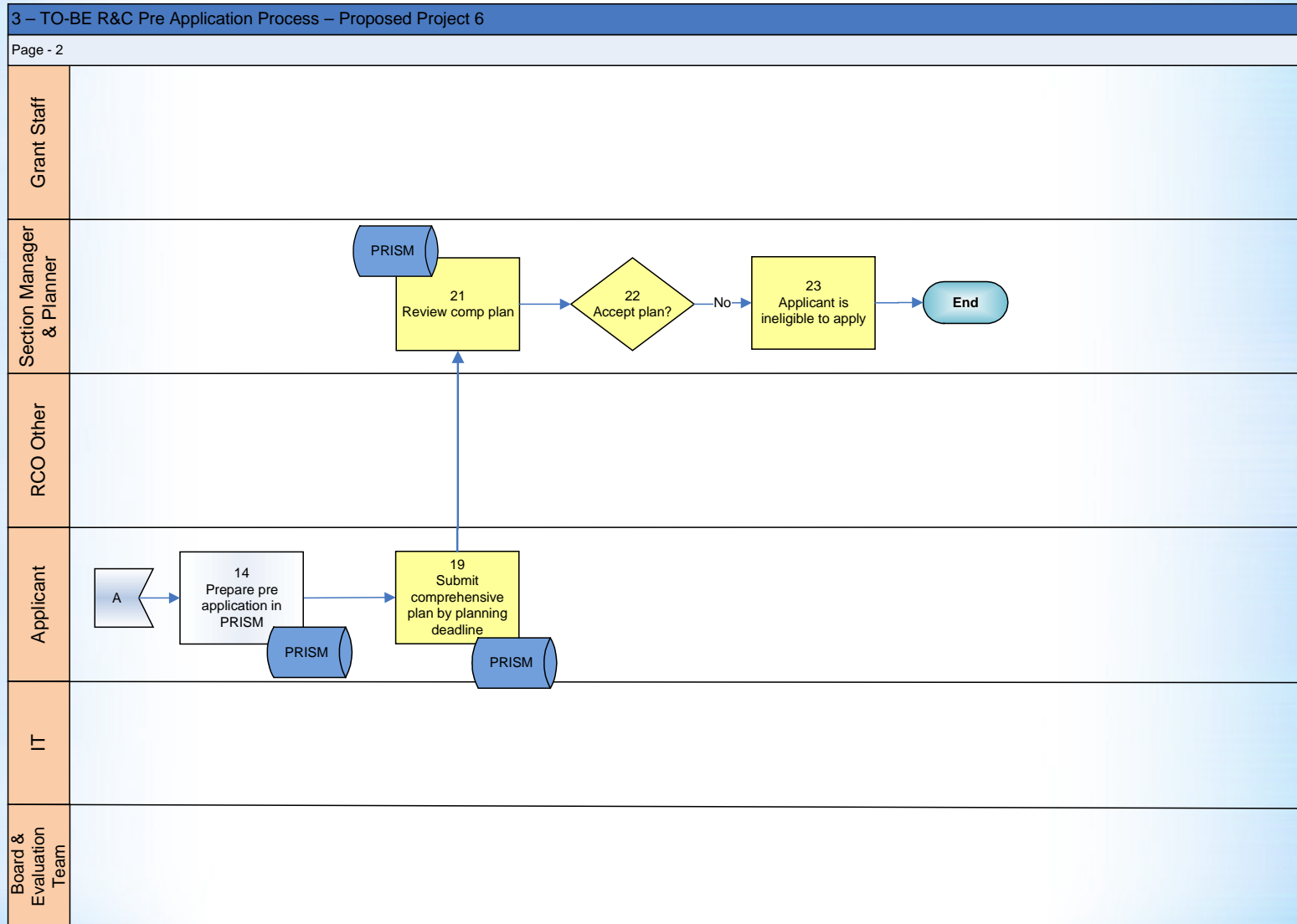


## Appendix B – To-be (Proposed) Process Maps





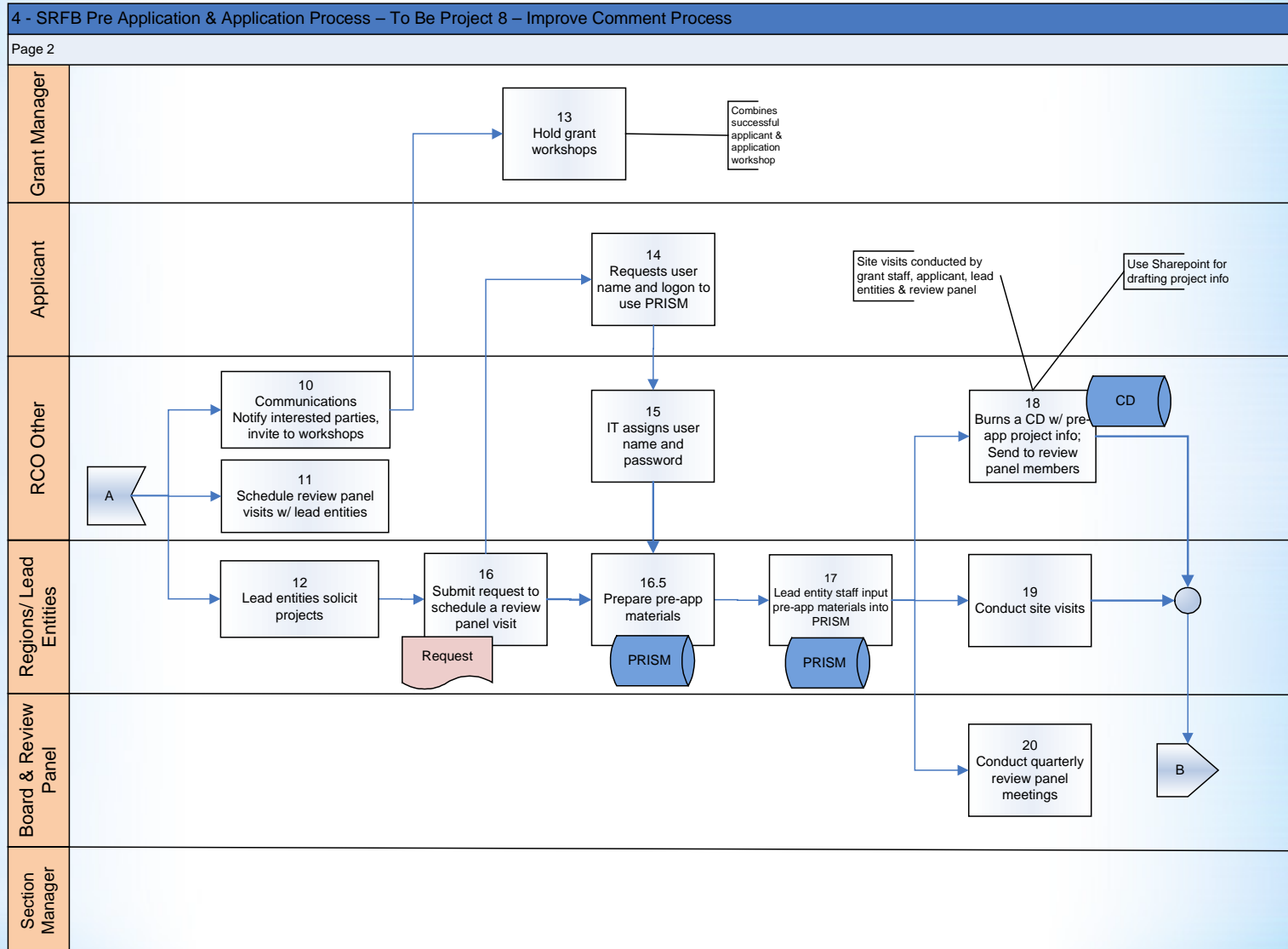
## Appendix B – To-be (Proposed) Process Maps



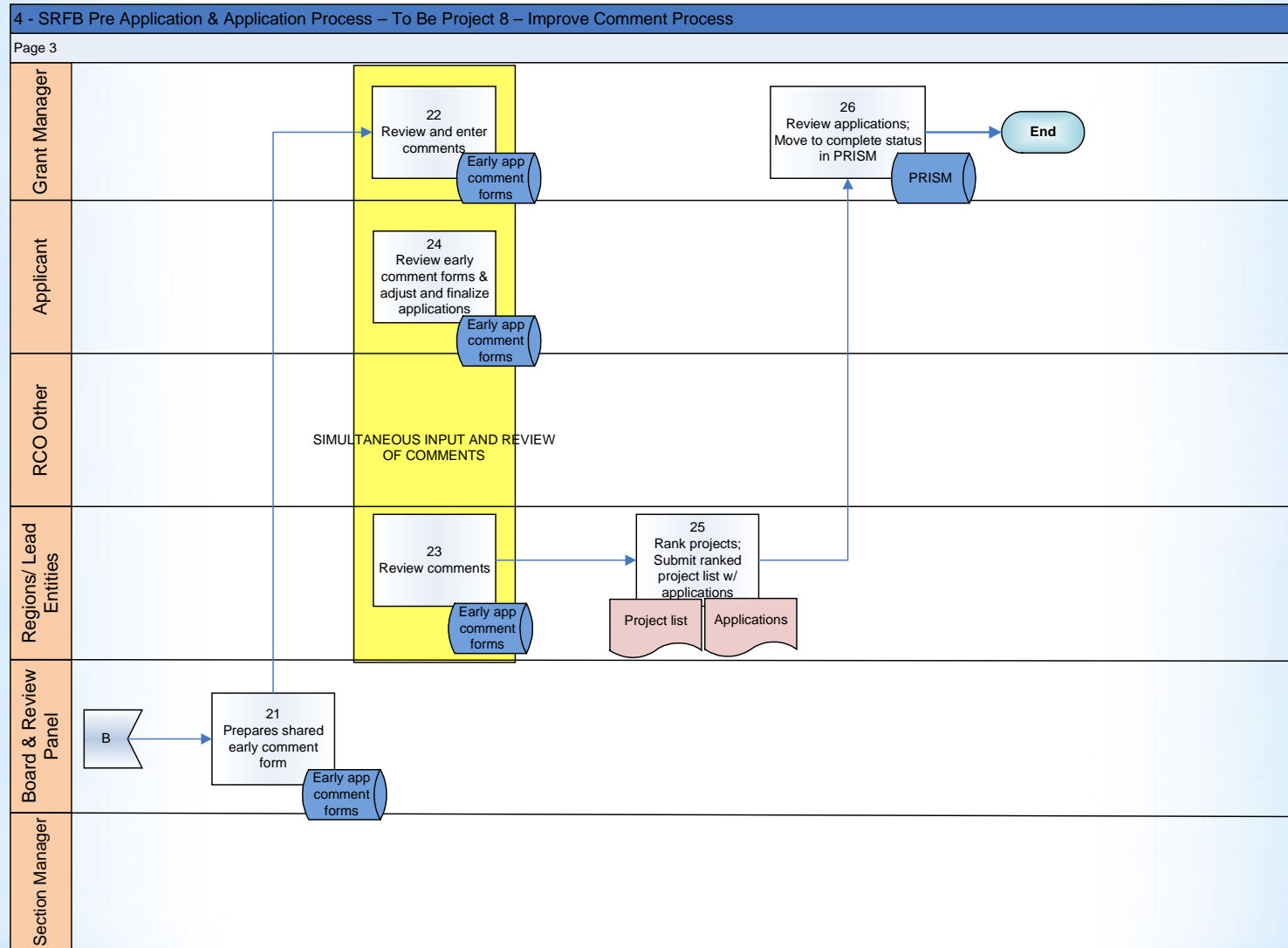
## 44



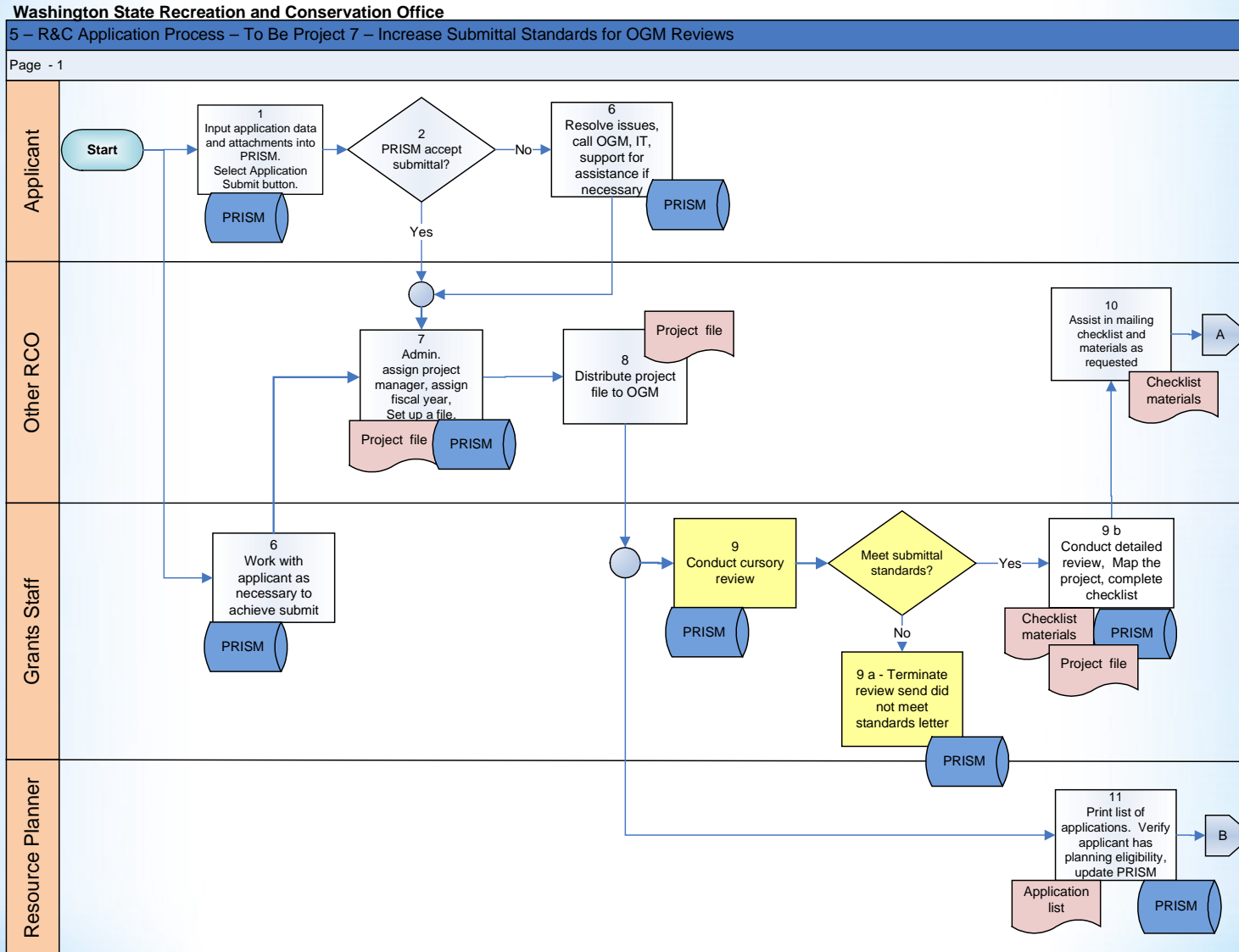
## Appendix B – To-be (Proposed) Process Maps



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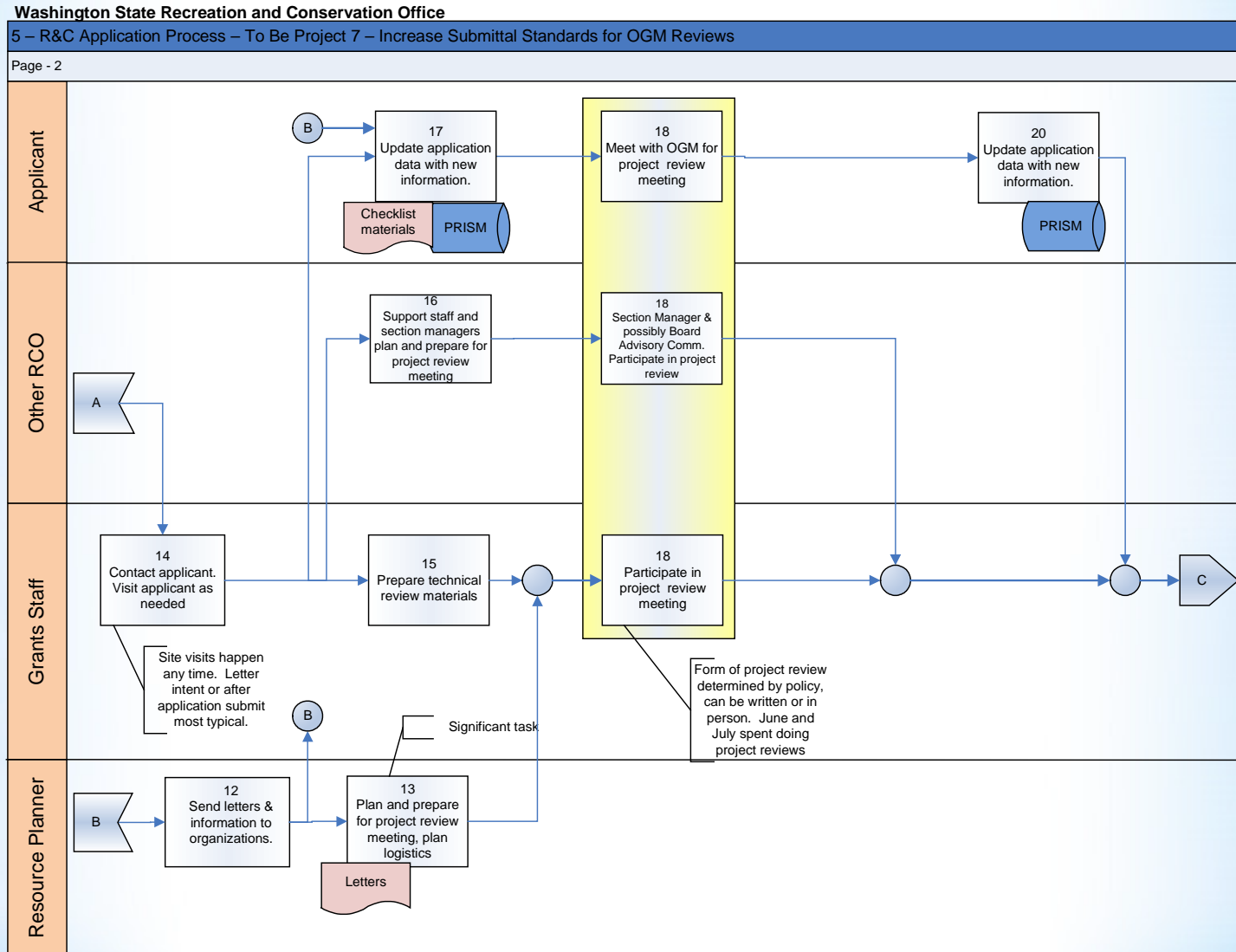


## Appendix B – To-be (Proposed) Process Maps

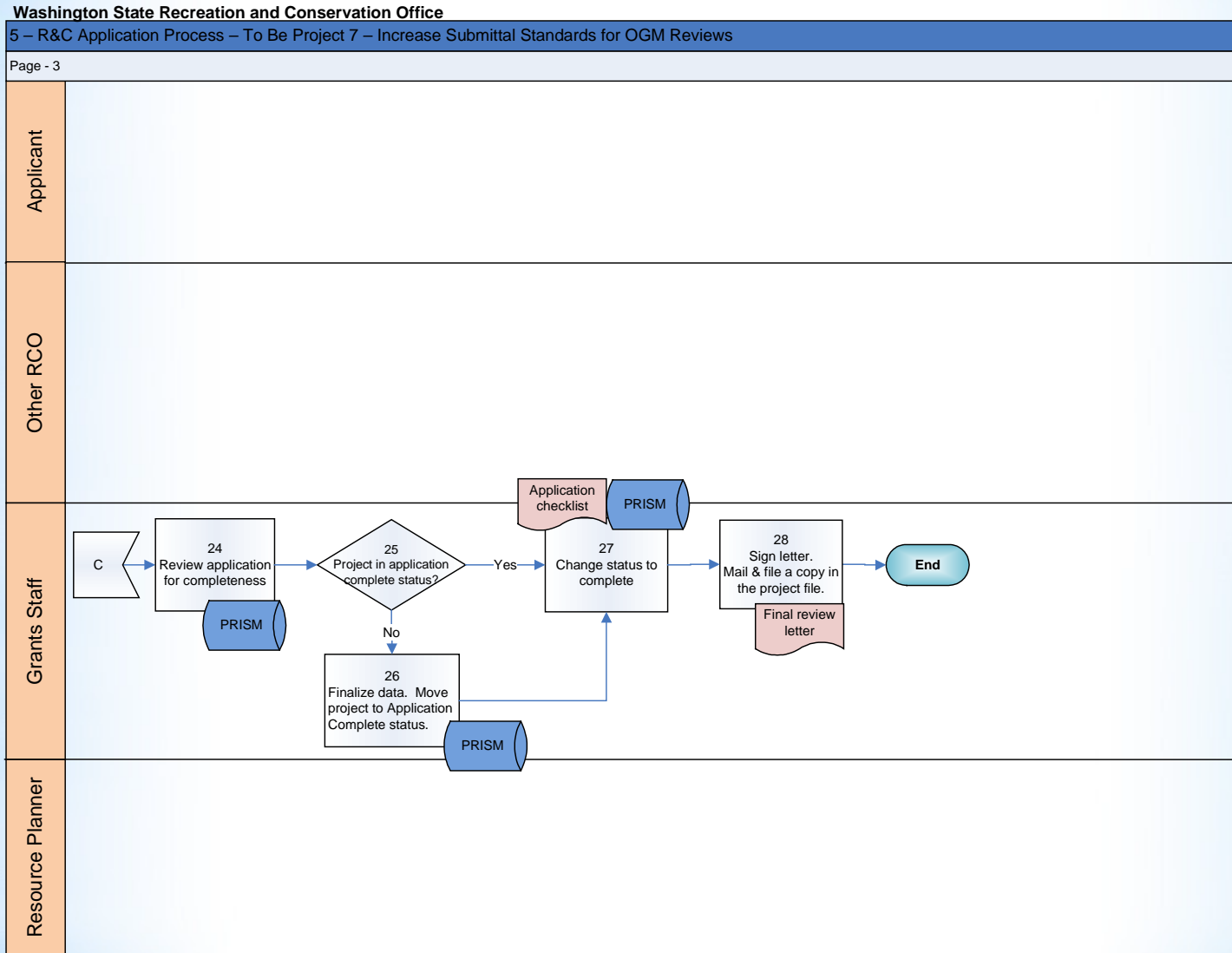




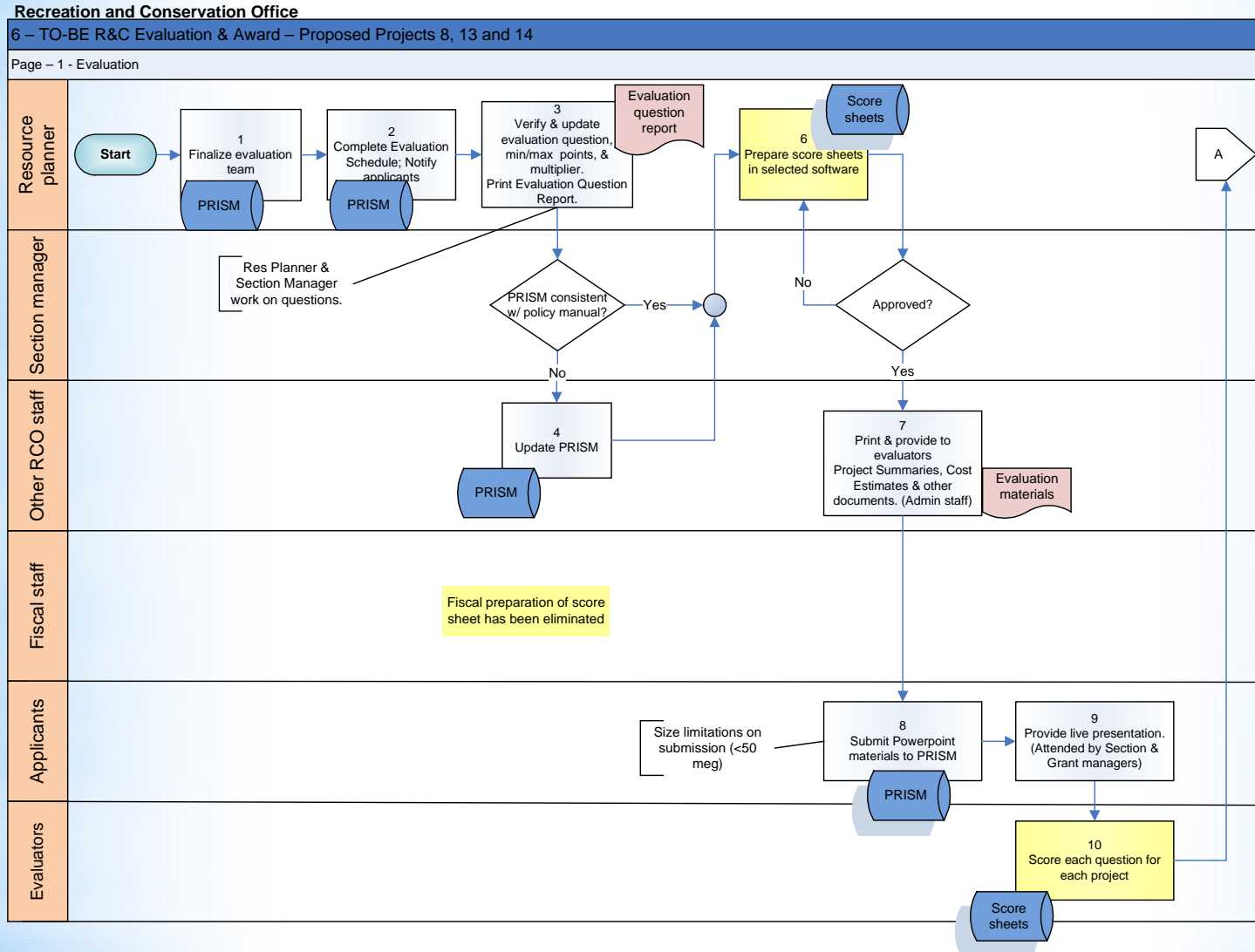
## Appendix B – To-be (Proposed) Process Maps



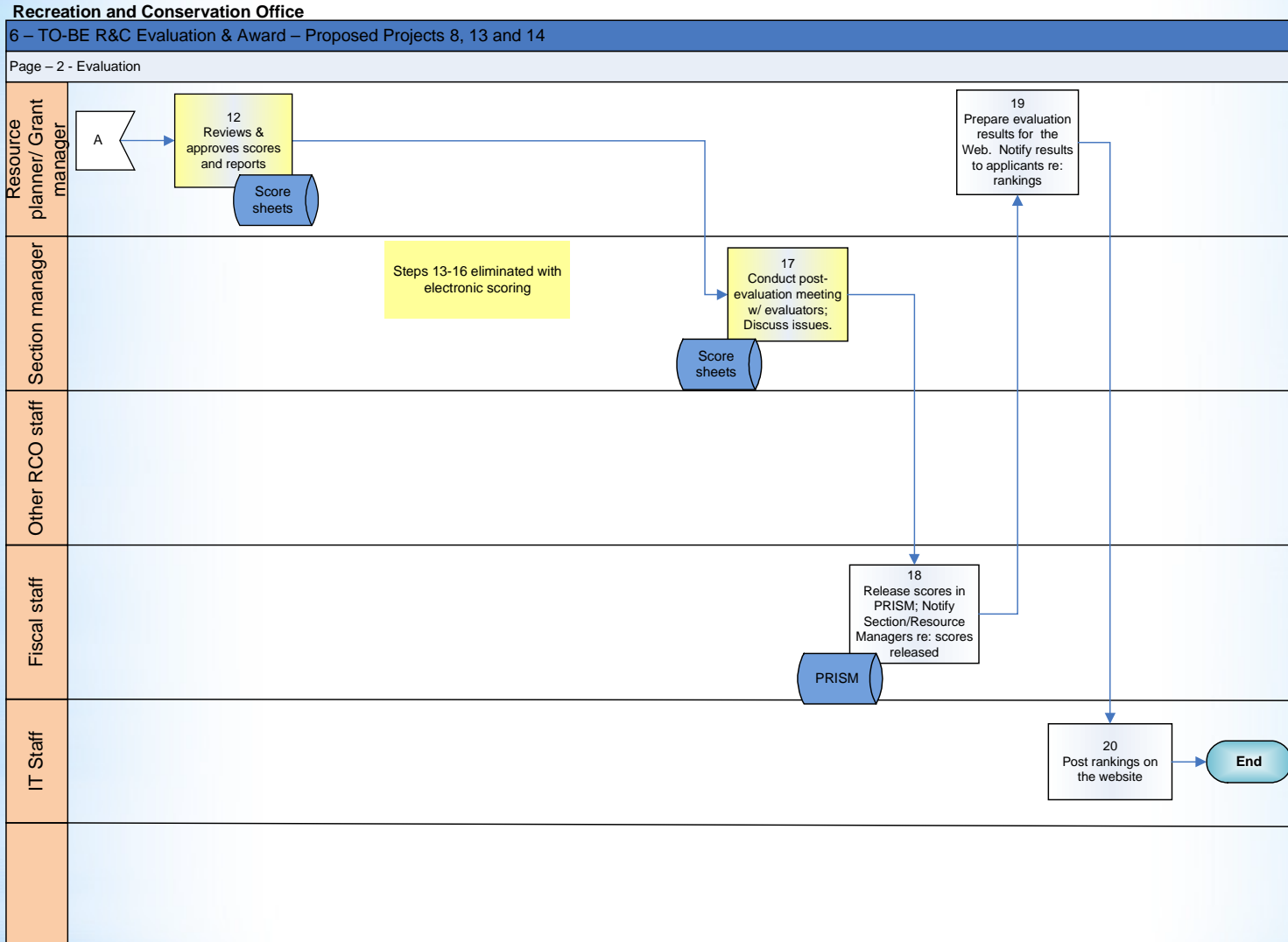
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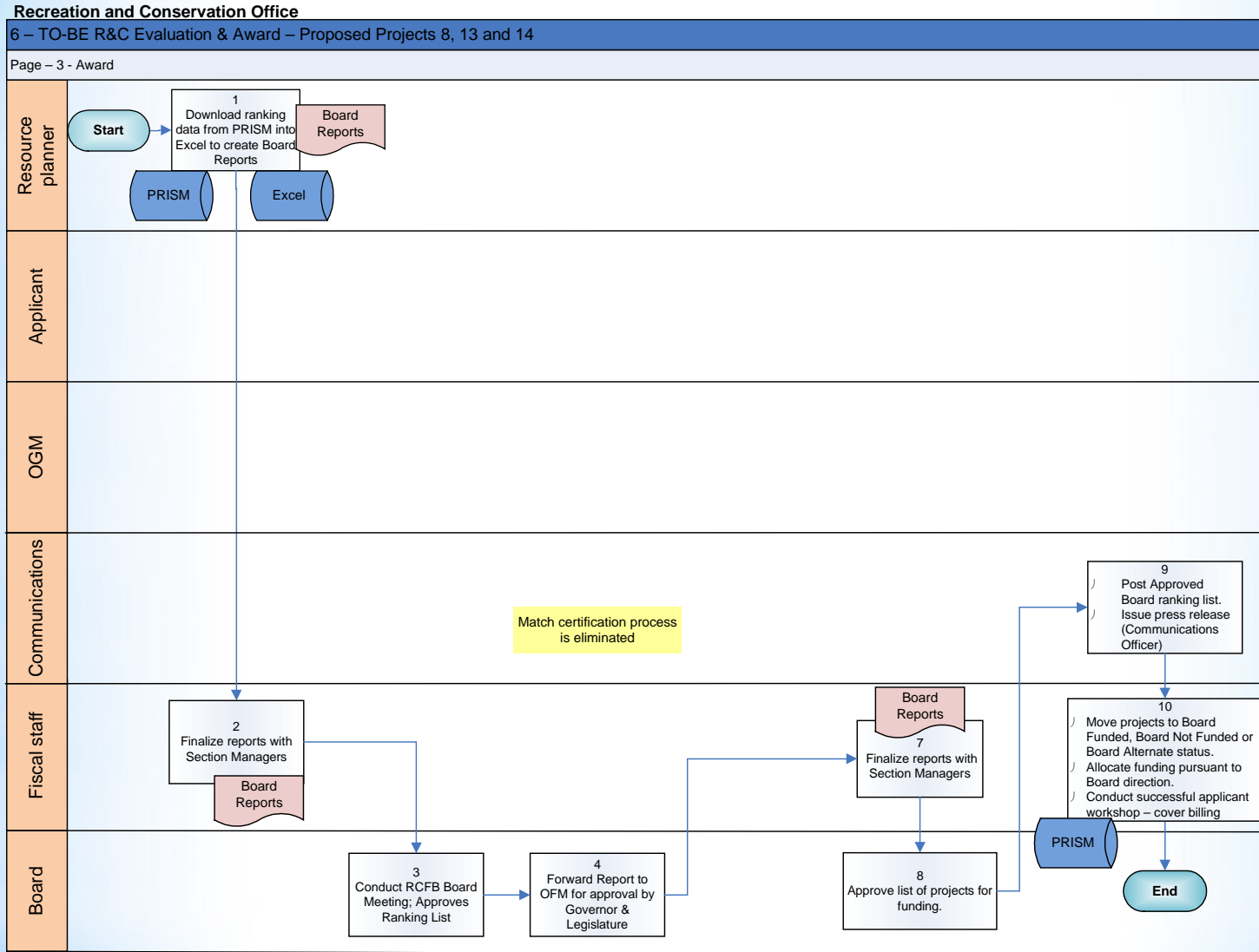
## Appendix B – To-be (Proposed) Process Maps



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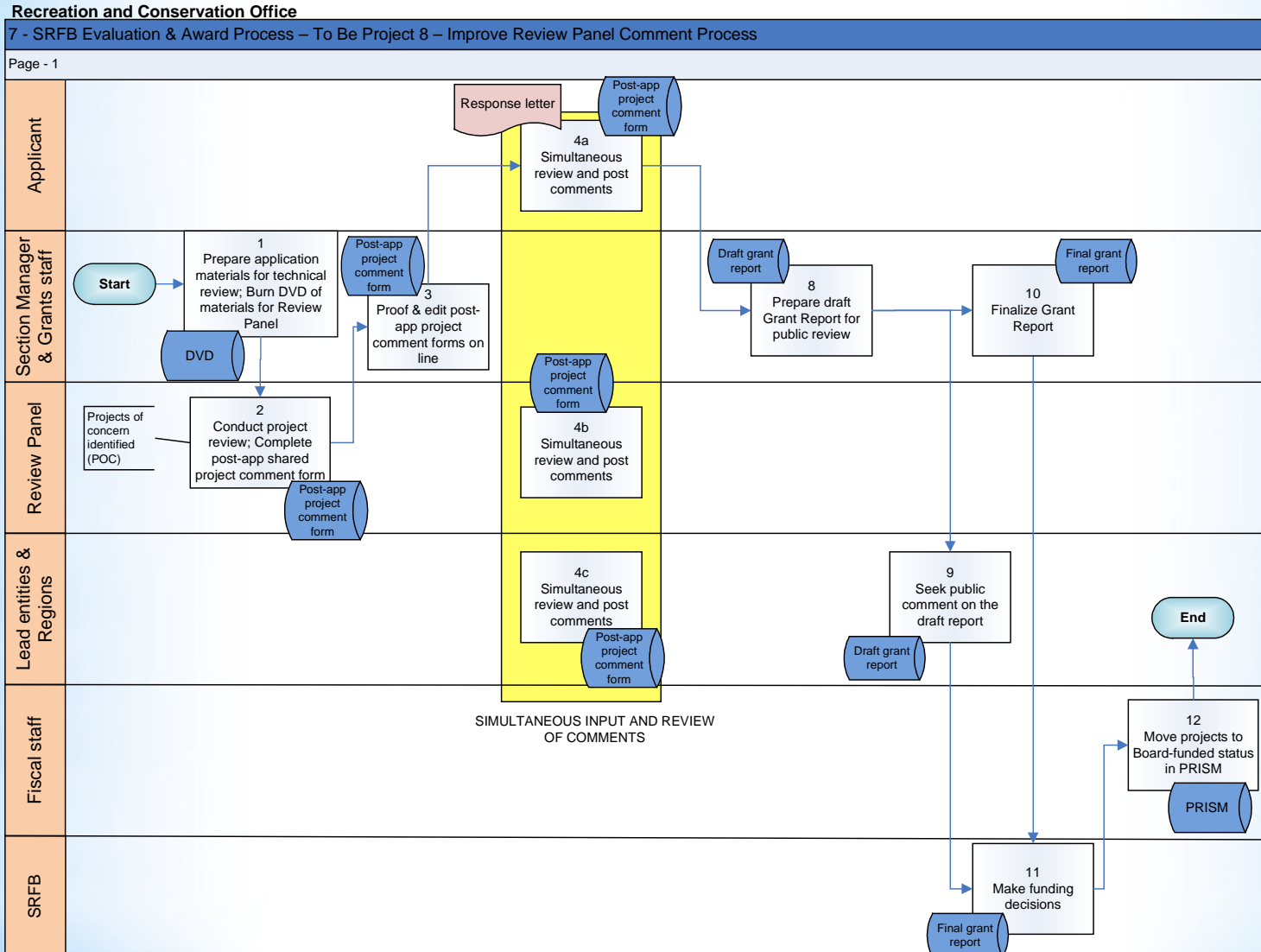


## Appendix B – To-be (Proposed) Process Maps





## Appendix B – To-be (Proposed) Process Maps

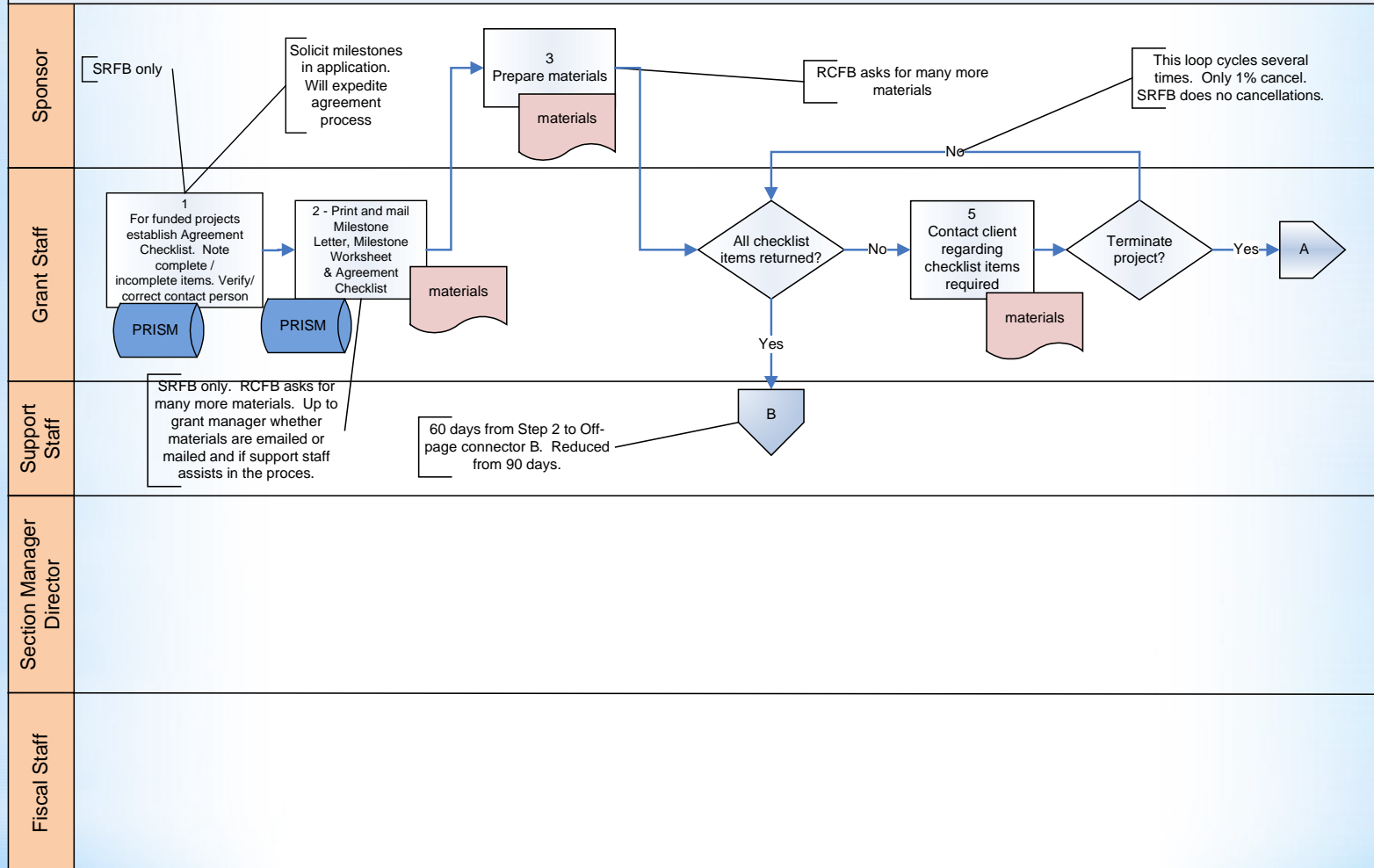


## Appendix B – To-be (Proposed) Process Maps

Washington State Recreation and Conservation Office

8 – TO-BE Agreement Process – Proposed Projects 16, 17, 18 and 18a

Page - 1

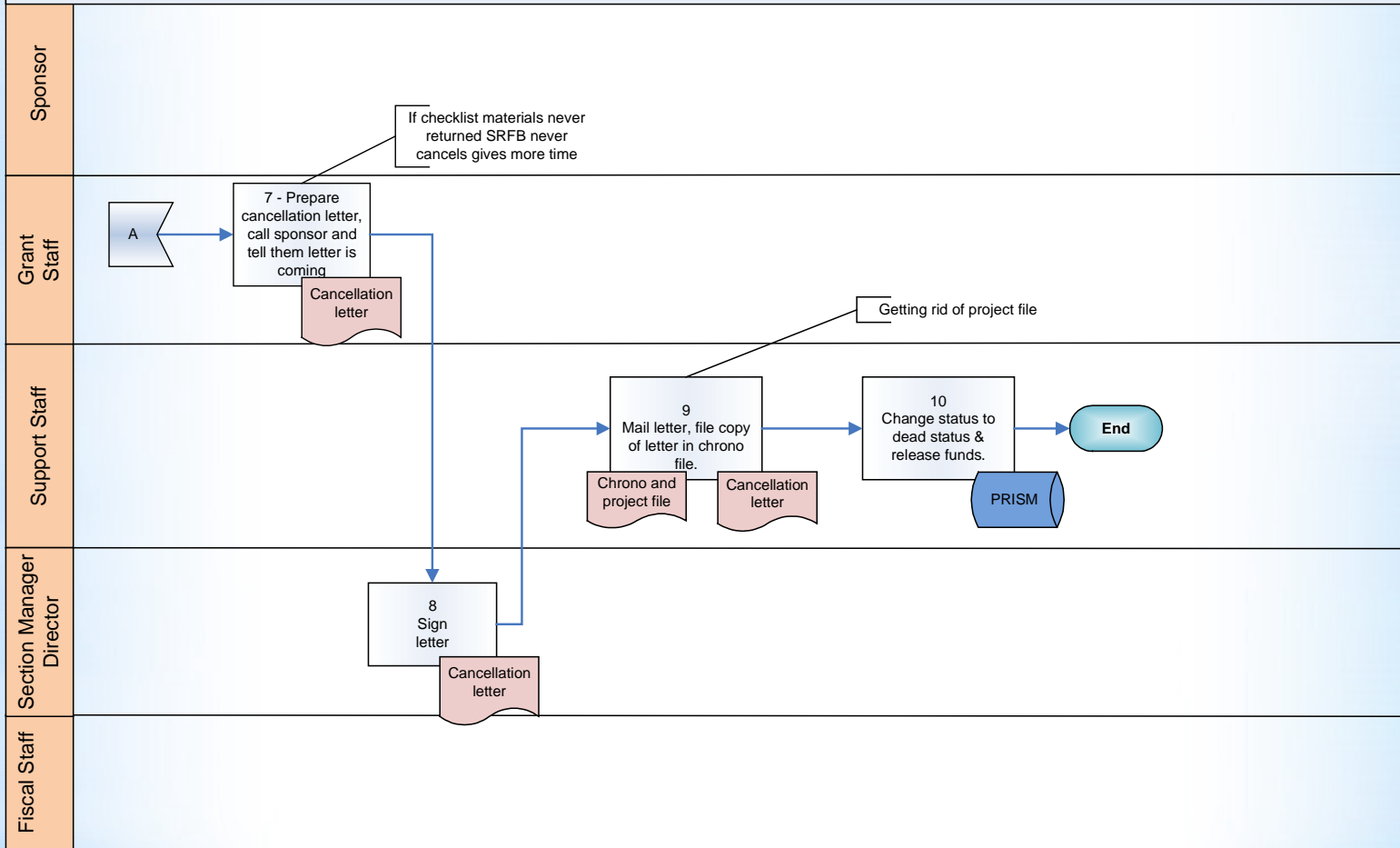


## Appendix B – To-be (Proposed) Process Maps

Washington State Recreation and Conservation Office

8 – TO-BE Agreement Process – Proposed Projects 16, 17, 18 and 18a

Page - 2

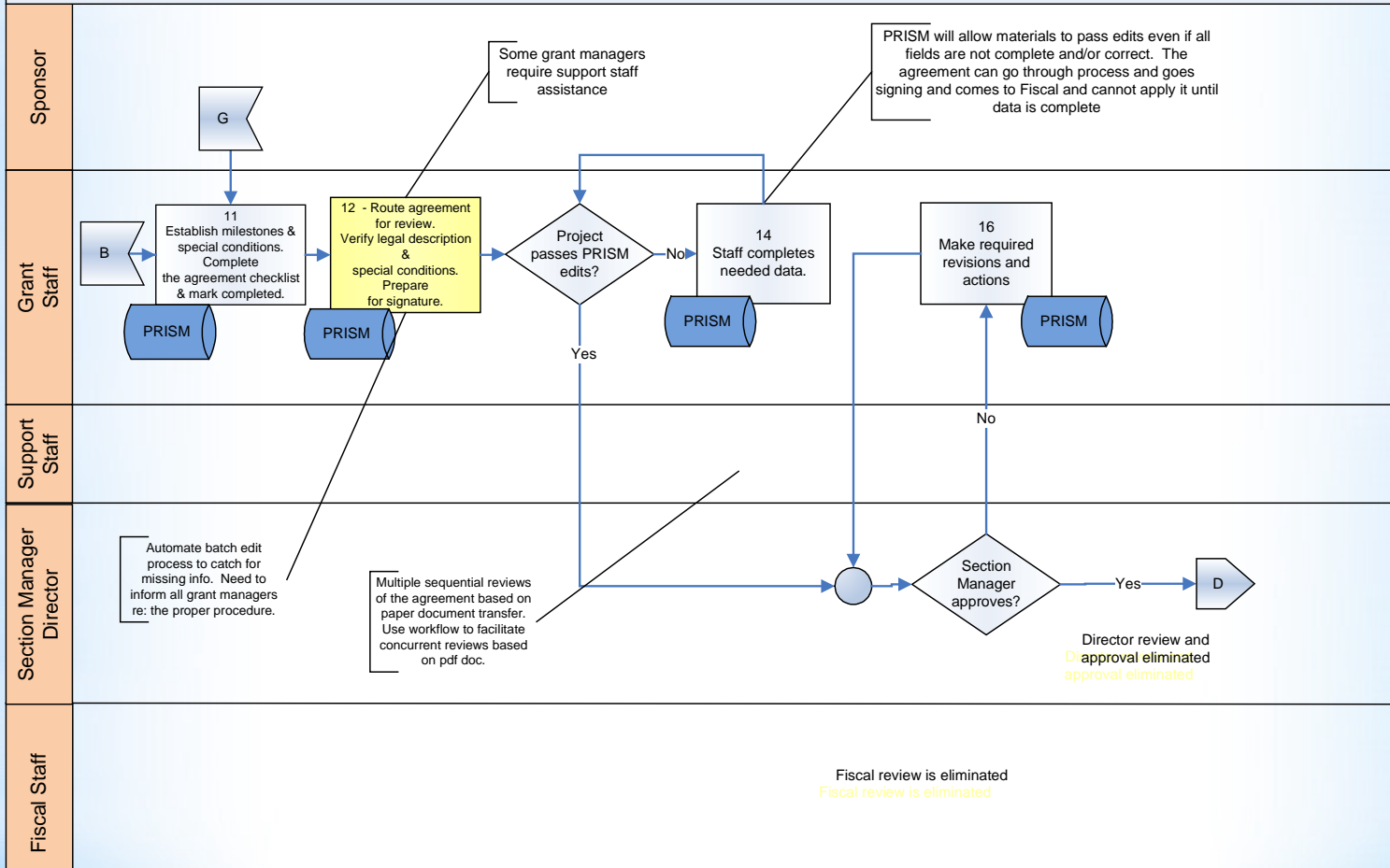


## Appendix B – To-be (Proposed) Process Maps

Washington State Recreation and Conservation Office

8 – TO-BE Agreement Process – Proposed Projects 16, 17, 18 and 18a

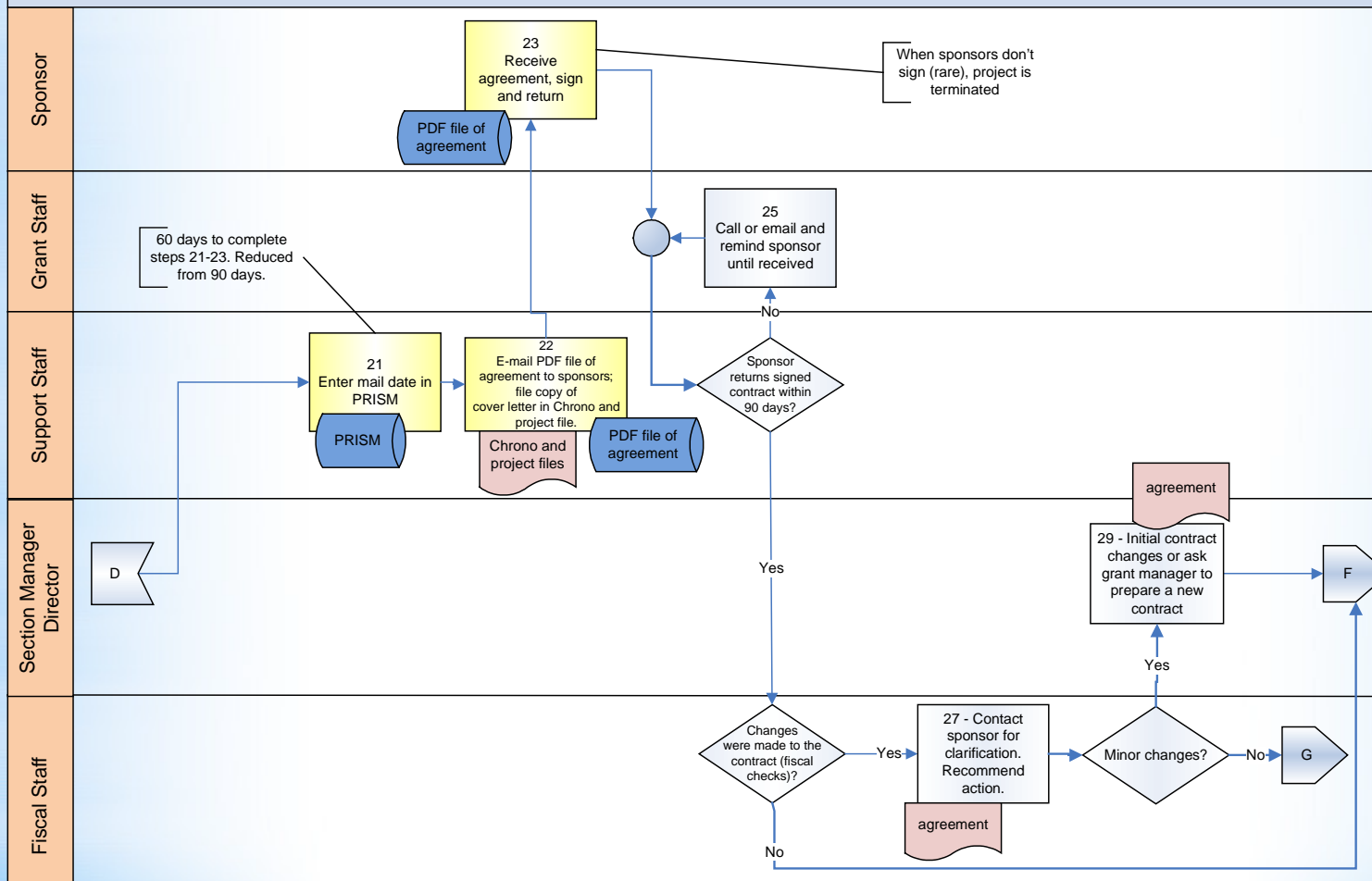
Page - 3



## 57



Page - 4



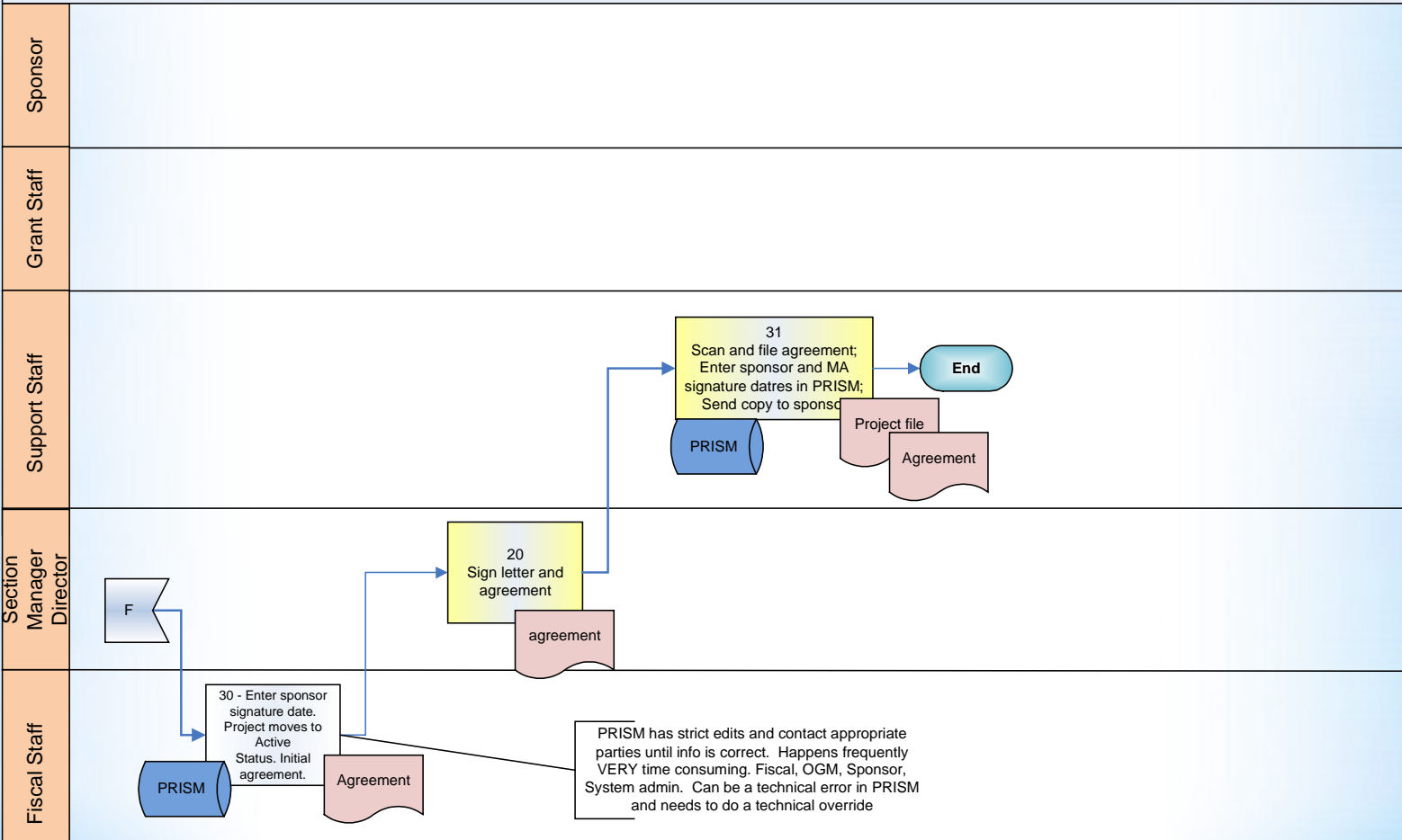


## Appendix B – To-be (Proposed) Process Maps

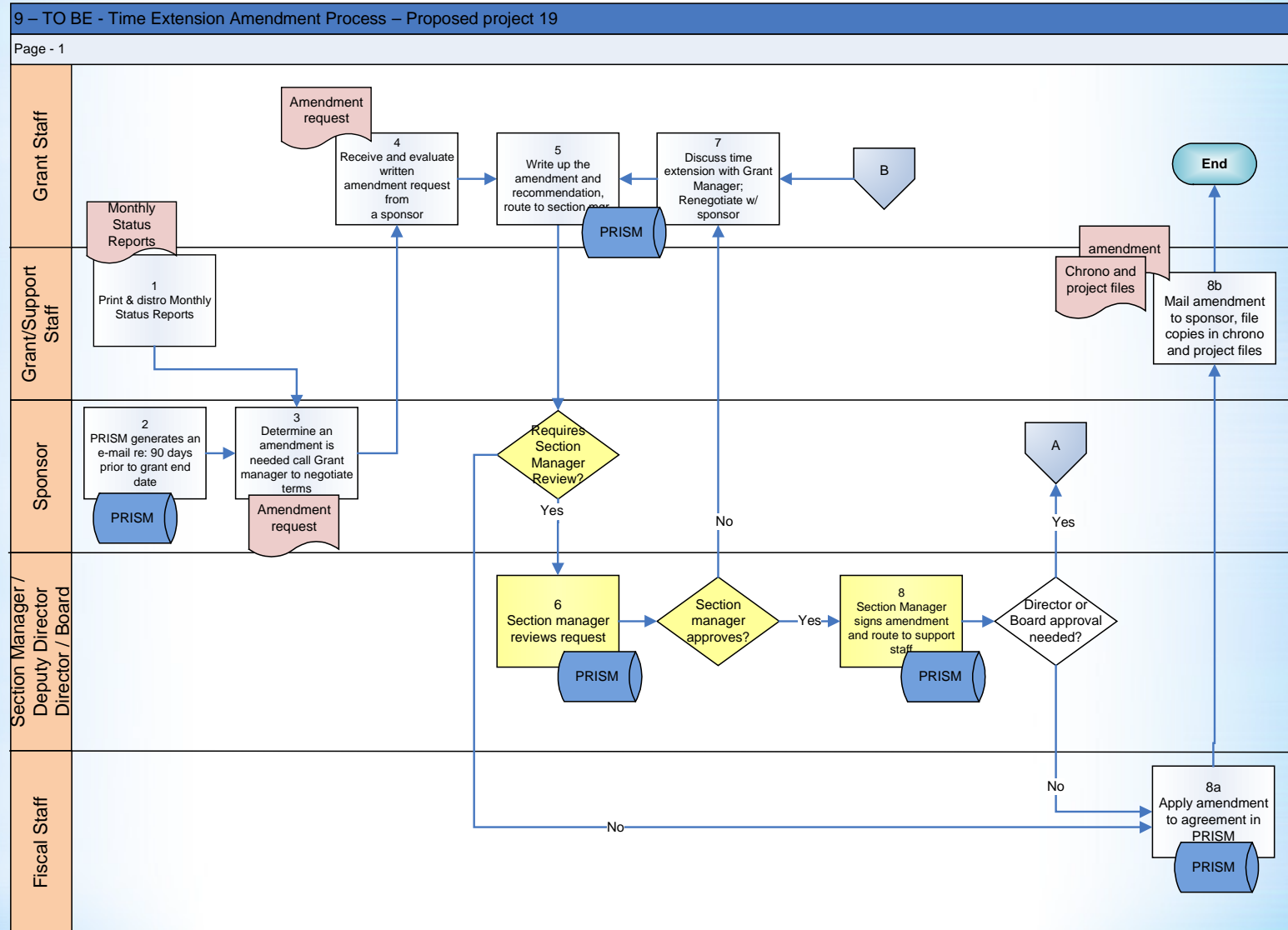
Washington State Recreation and Conservation Office

8 – TO-BE Agreement Process – Proposed Projects 16, 17, 18 and 18a

Page - 5



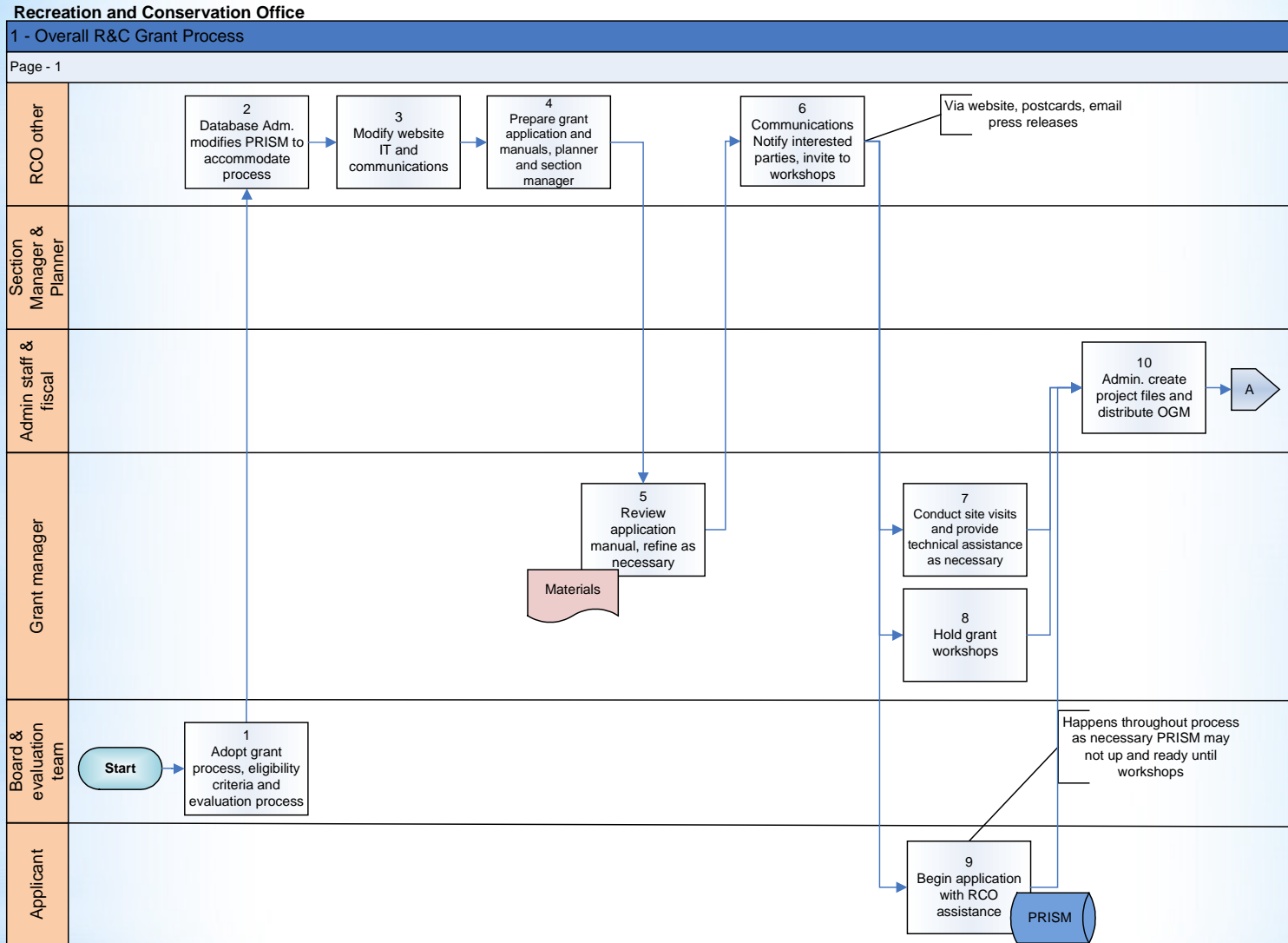
## Appendix B – To-be (Proposed) Process Maps



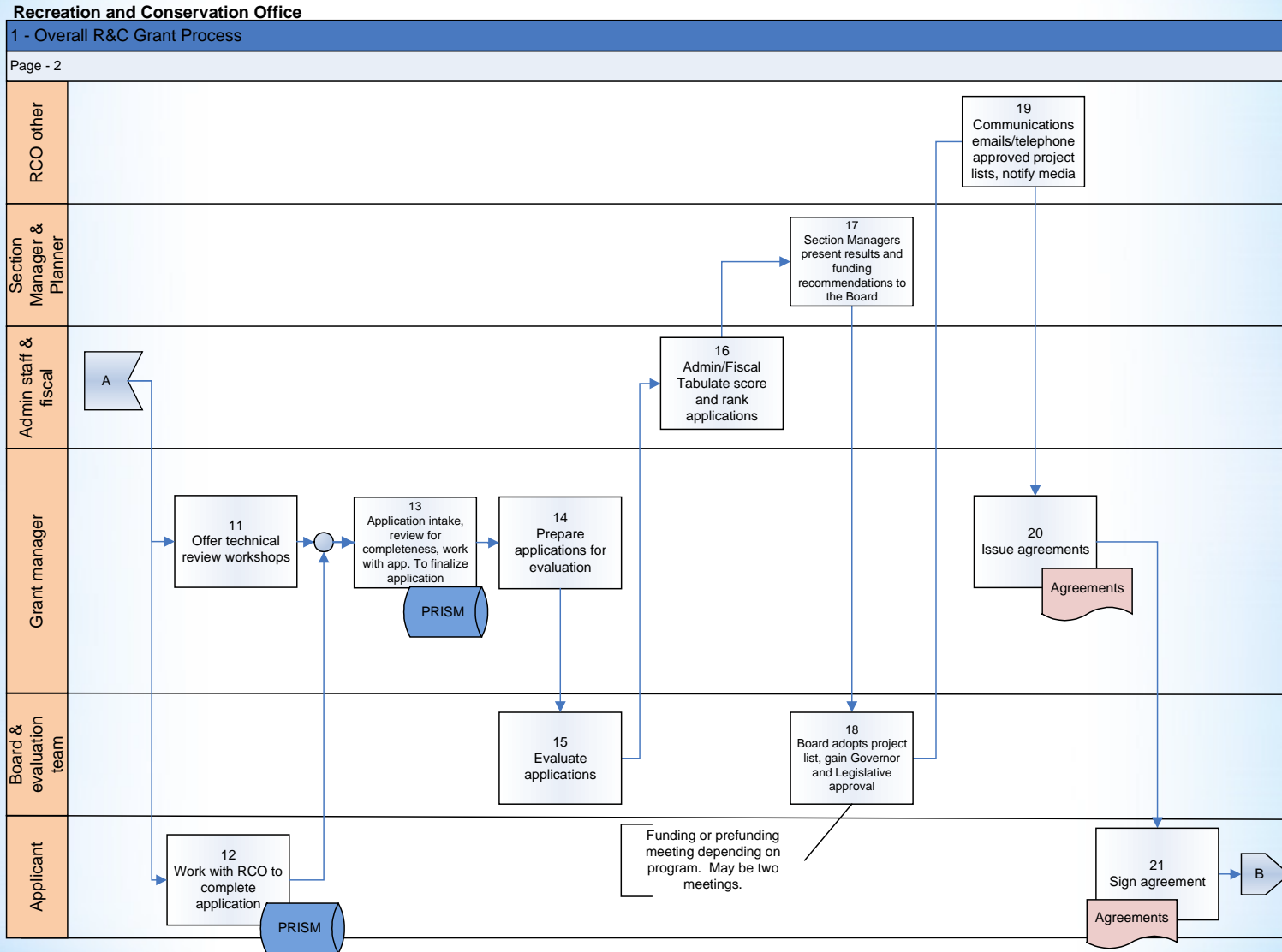
## 60



## Appendix C - As-is (current) Process Maps

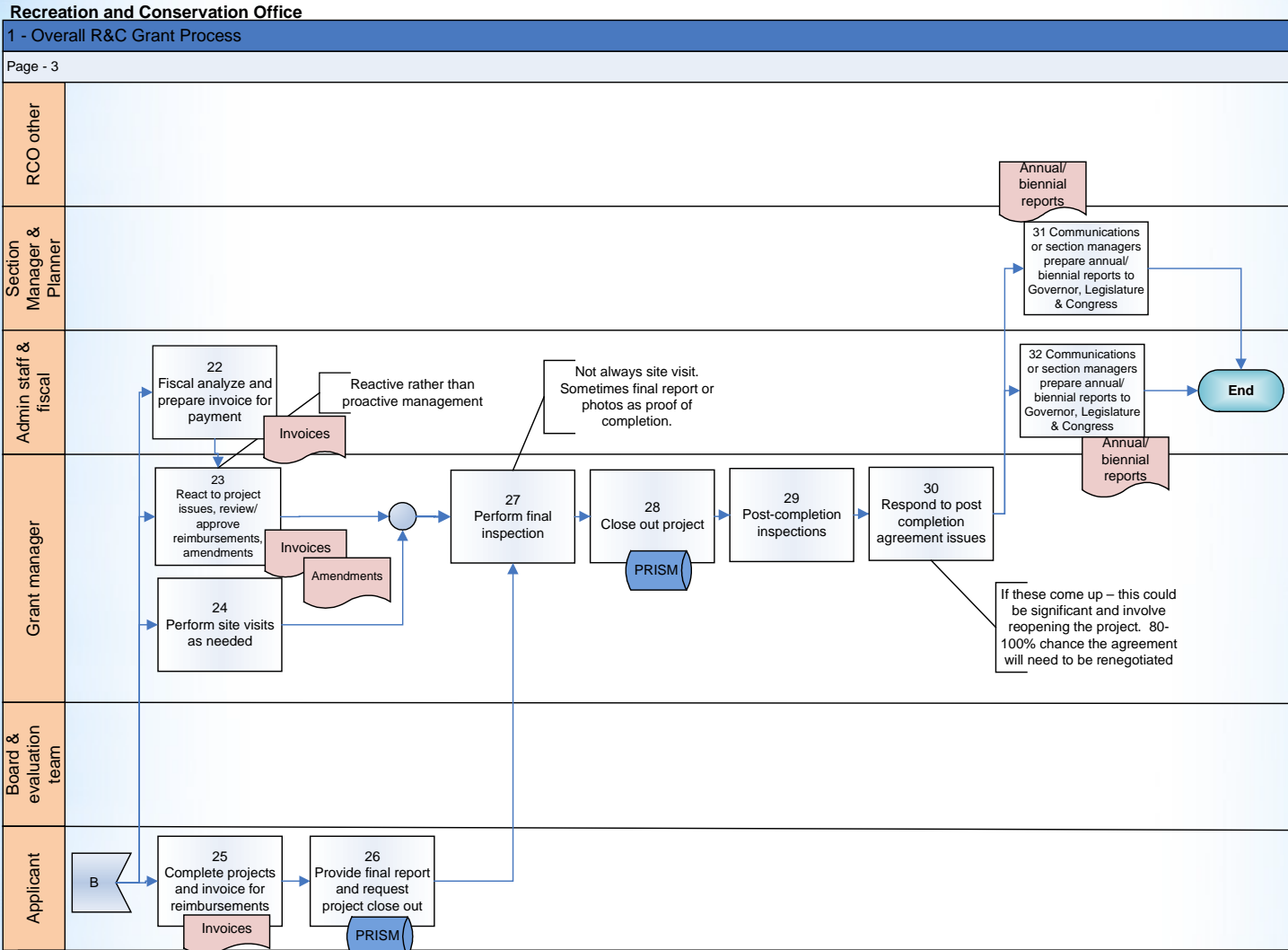


## Appendix C - As-is (current) Process Maps

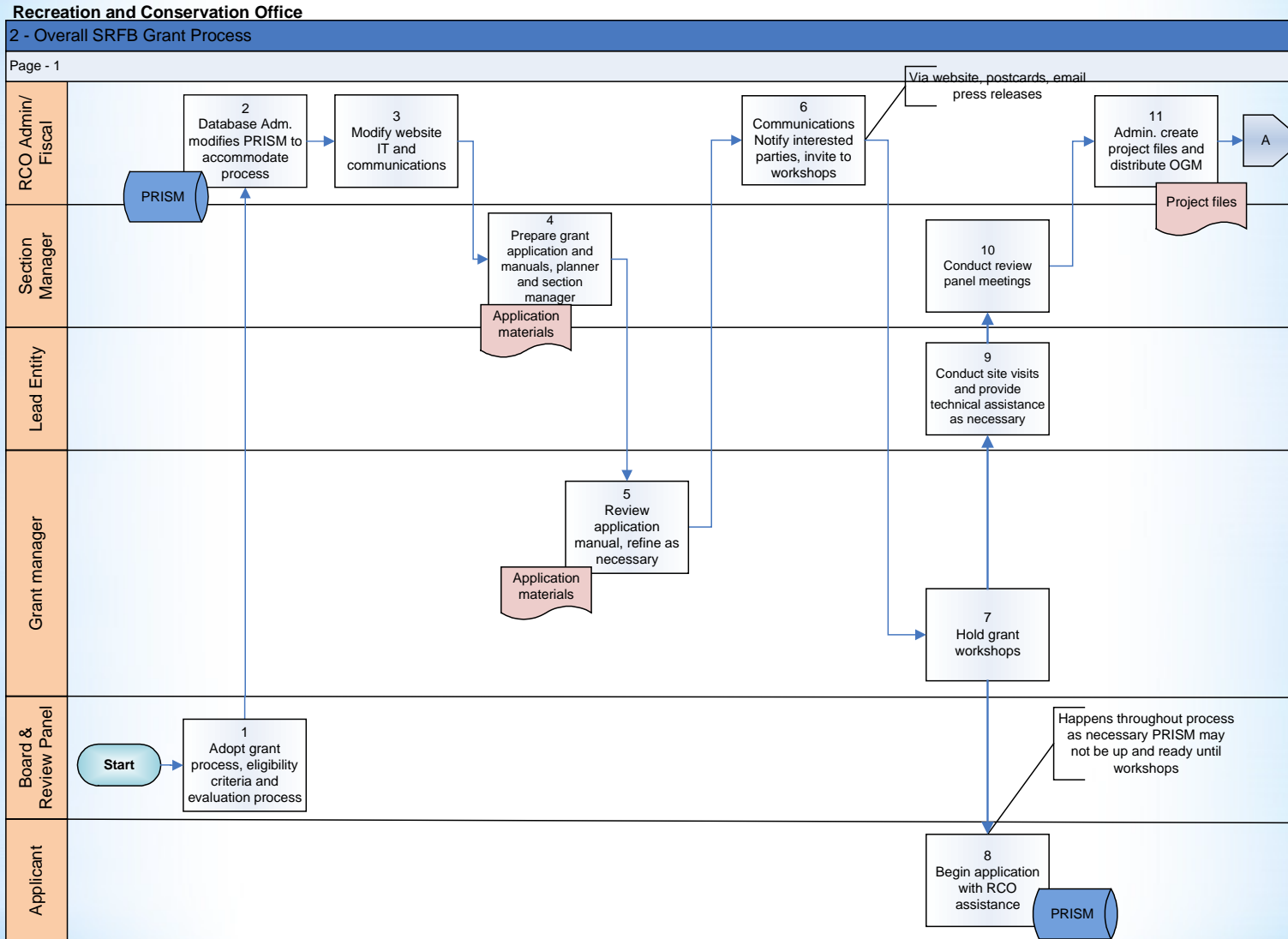




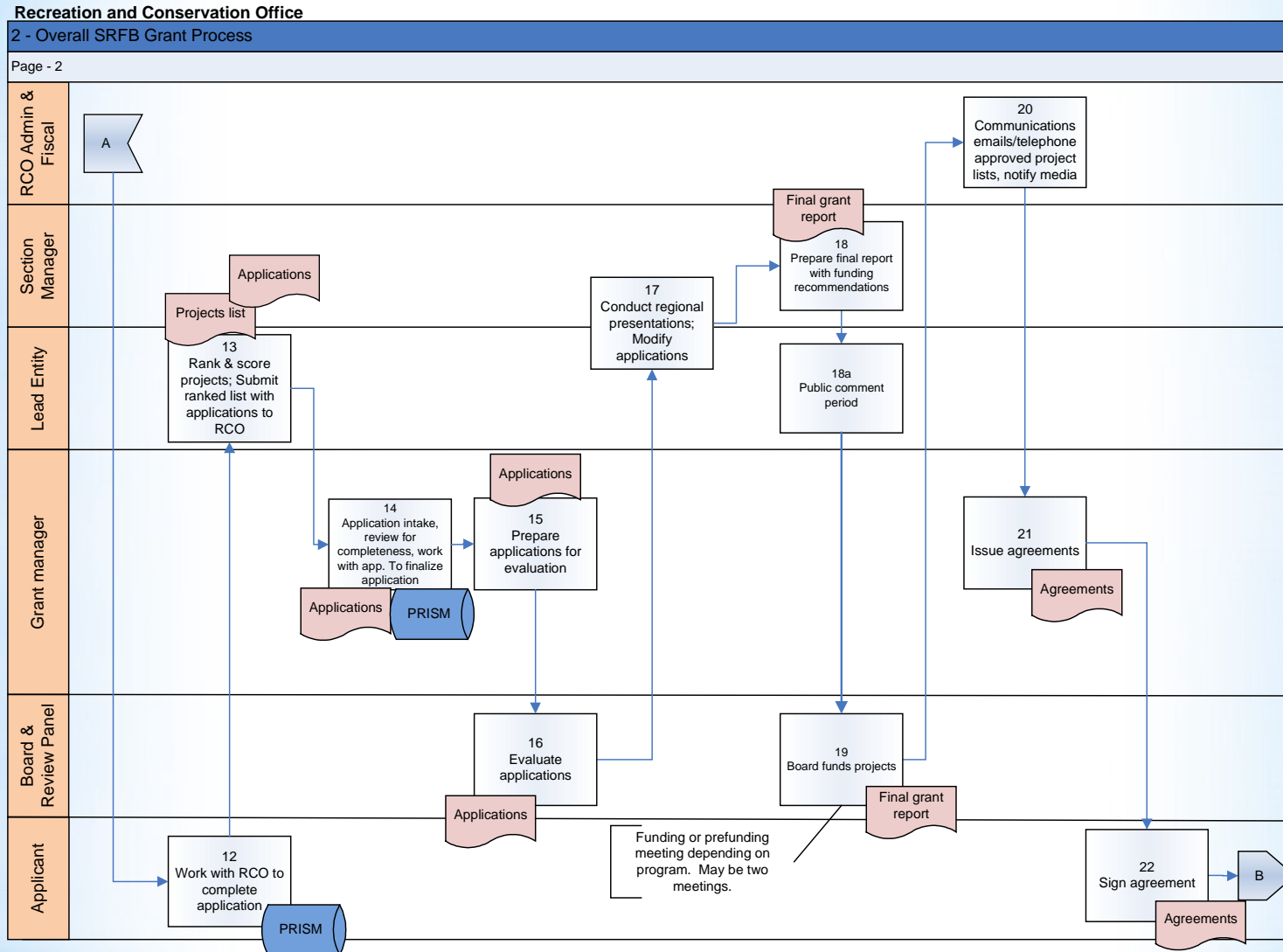
## Appendix C - As-is (current) Process Maps



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## Appendix C - As-is (current) Process Maps

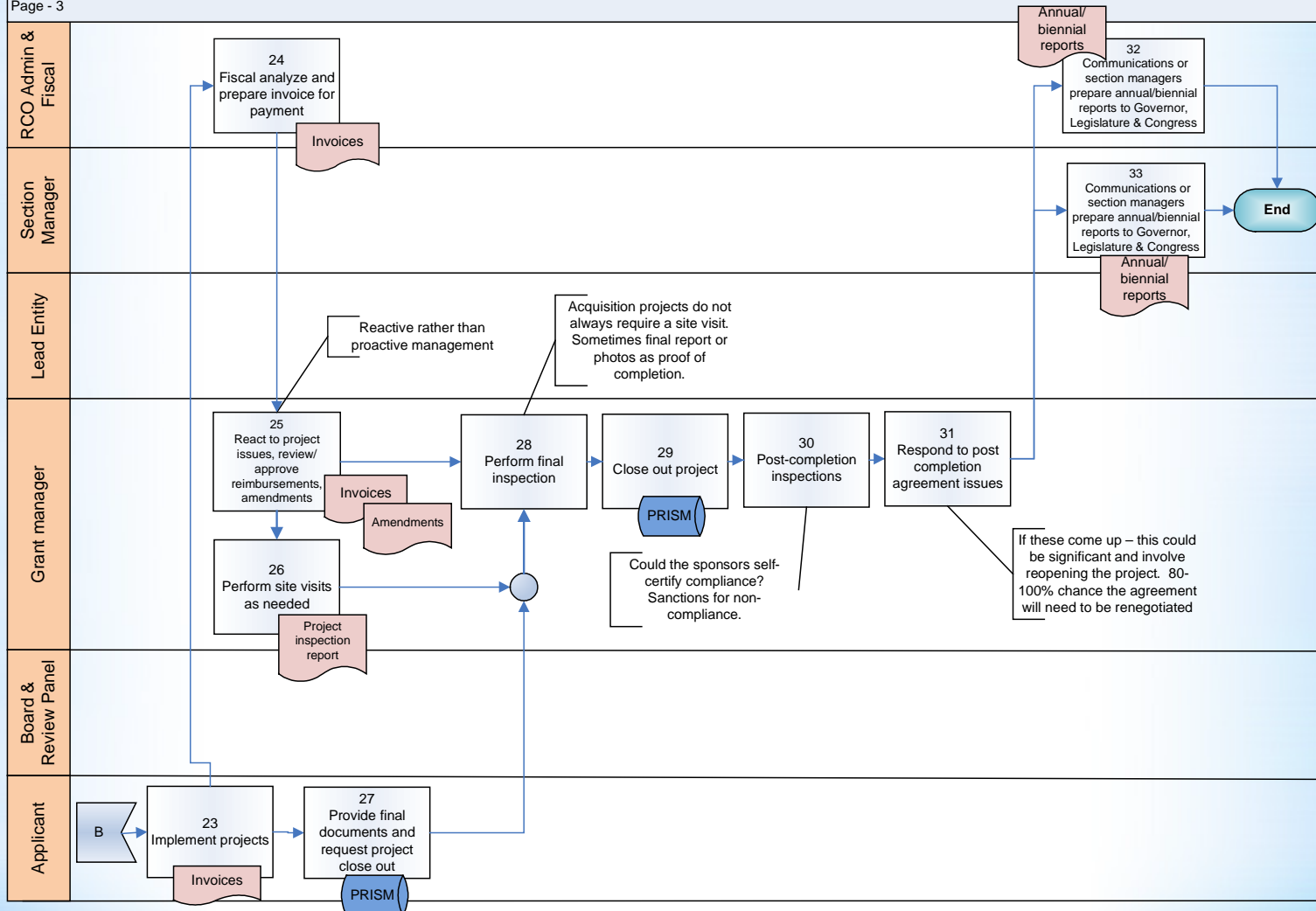


## Appendix C - As-is (current) Process Maps

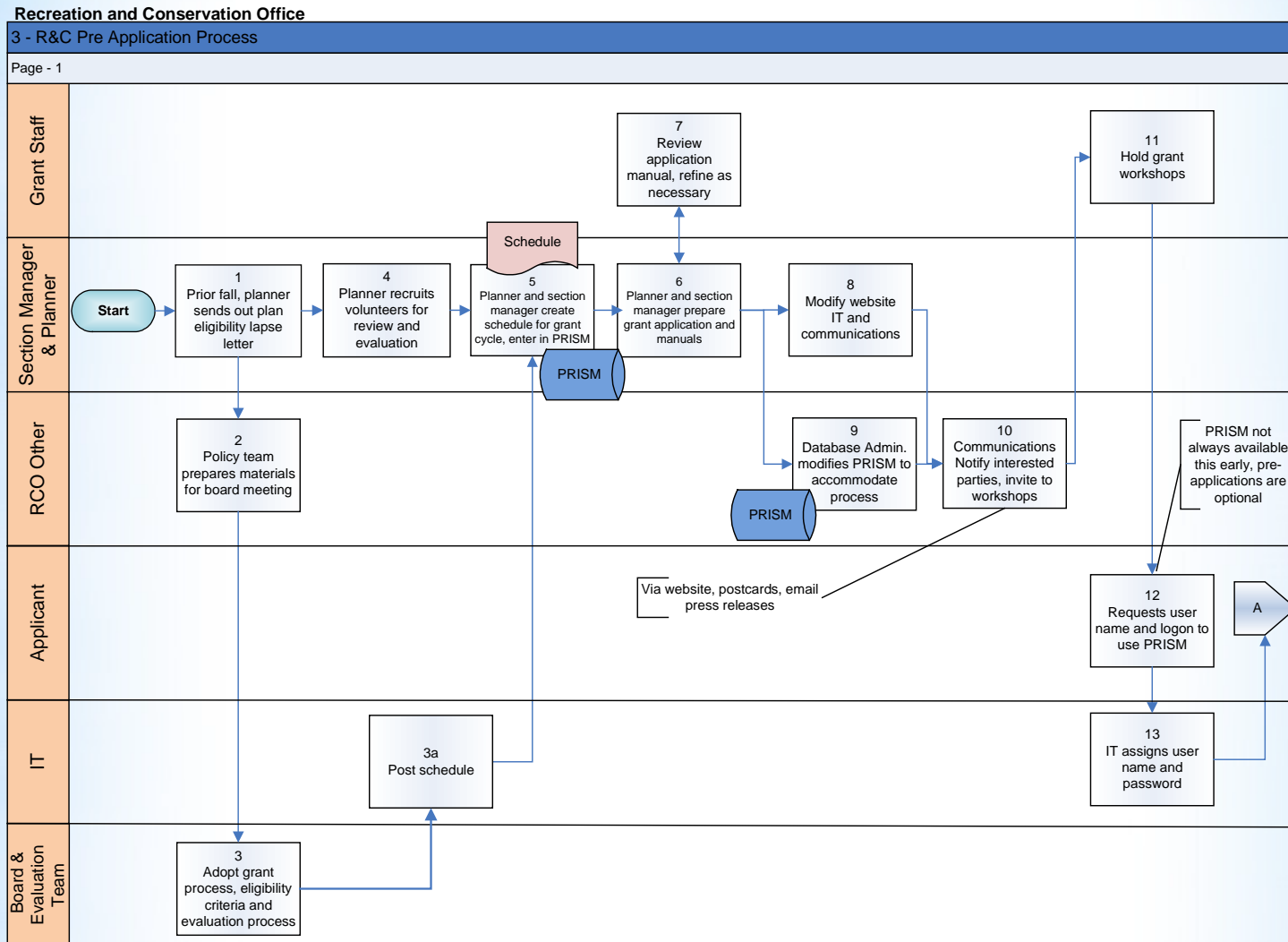
### Recreation and Conservation Office

#### 2 - Overall SRFB Grant Process

Page - 3



## Appendix C - As-is (current) Process Maps





## Appendix C - As-is (current) Process Maps

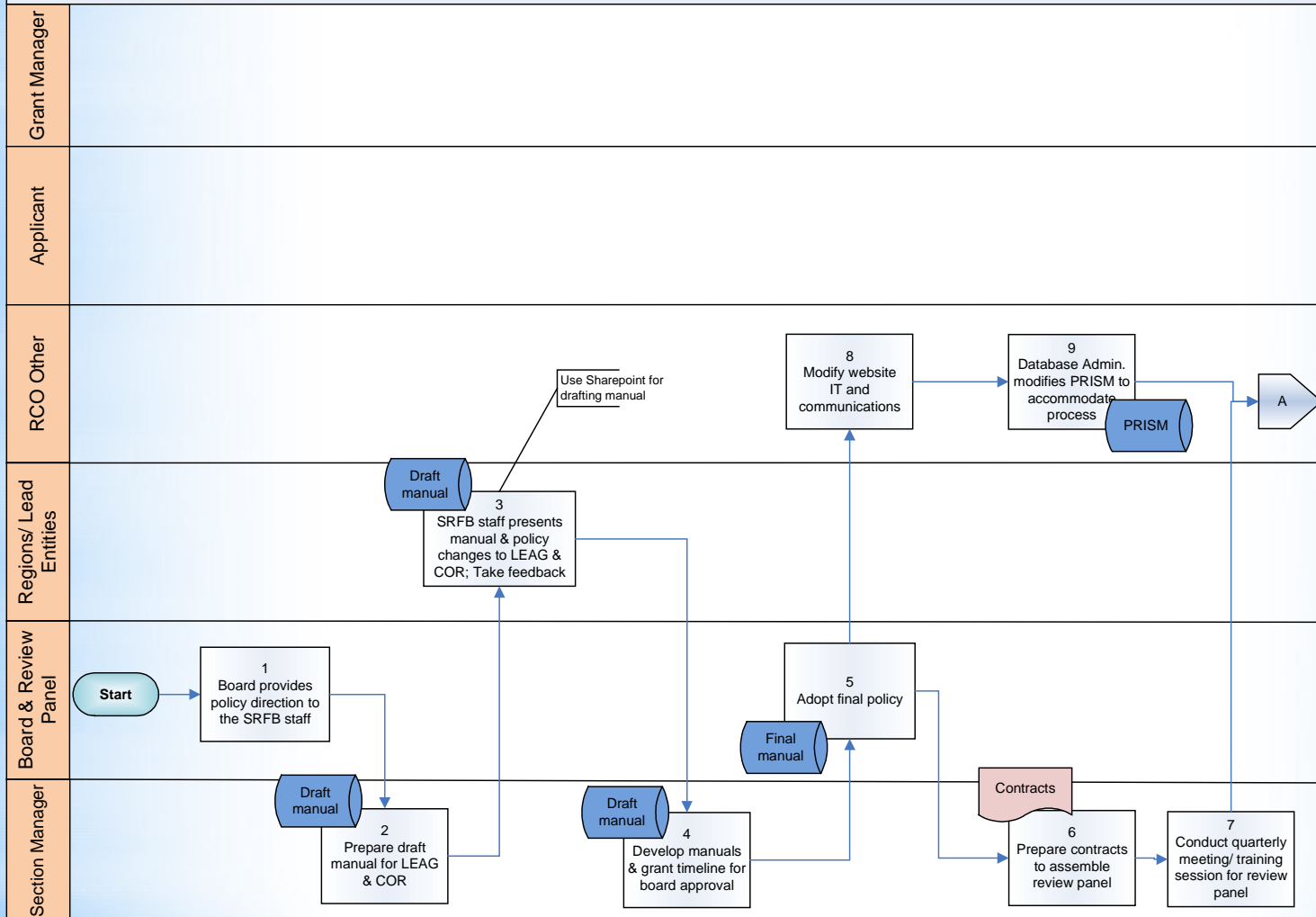
Recreation and Conservation Office	
3 - R&C Pre Application Process	
Page - 2	
Grant Staff	
Section Manager & Planner	
RCO Other	
Applicant	<pre> graph LR     A([A]) --&gt; B[14 Prepare pre application in PRISM]     B --- C[(PRISM)]     B --&gt; D([End])                     </pre>
IT	
Board & Evaluation Team	

## Appendix C - As-is (current) Process Maps

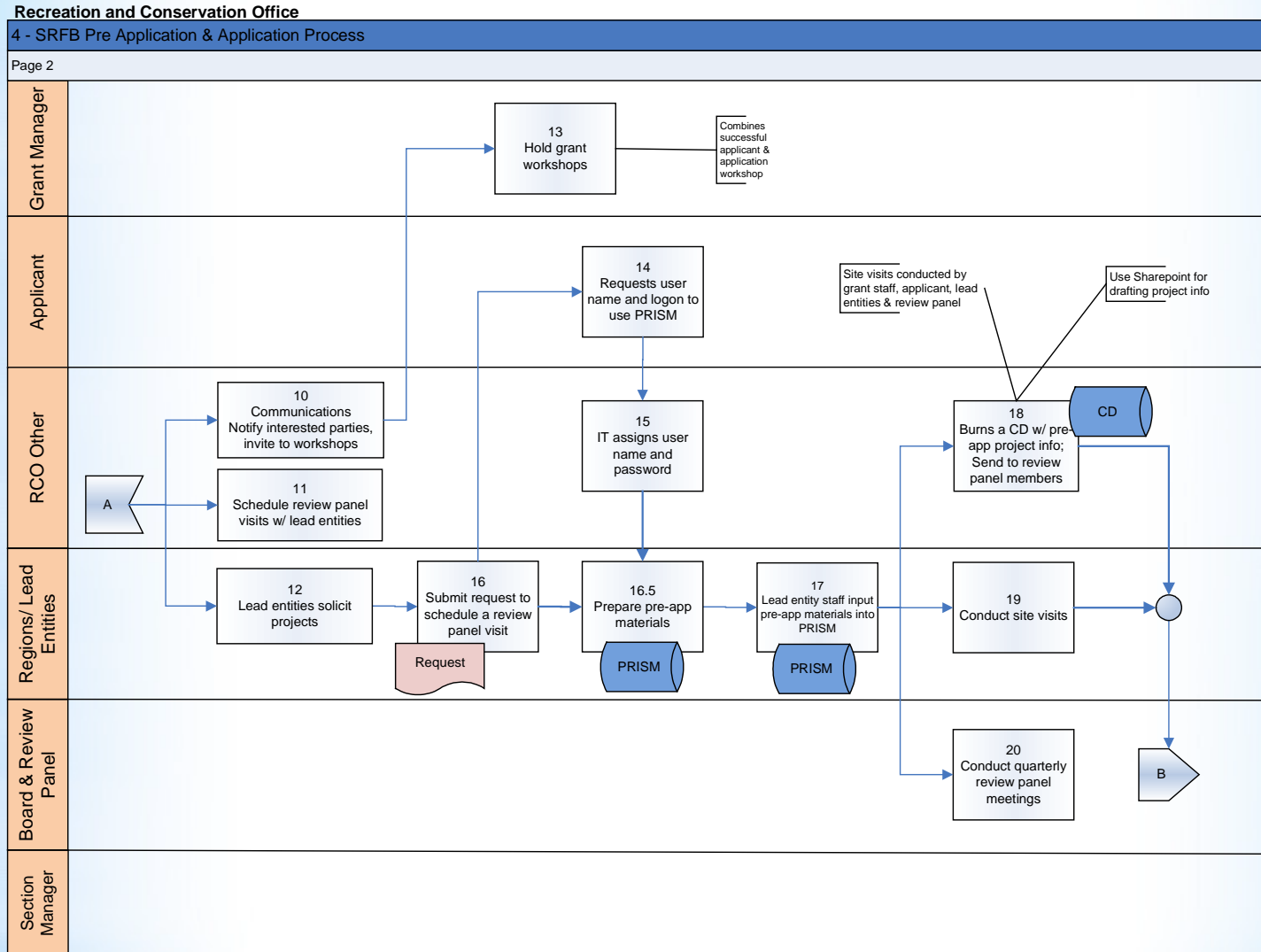
### Recreation and Conservation Office

#### 4 - SRFB Pre Application & Application Process

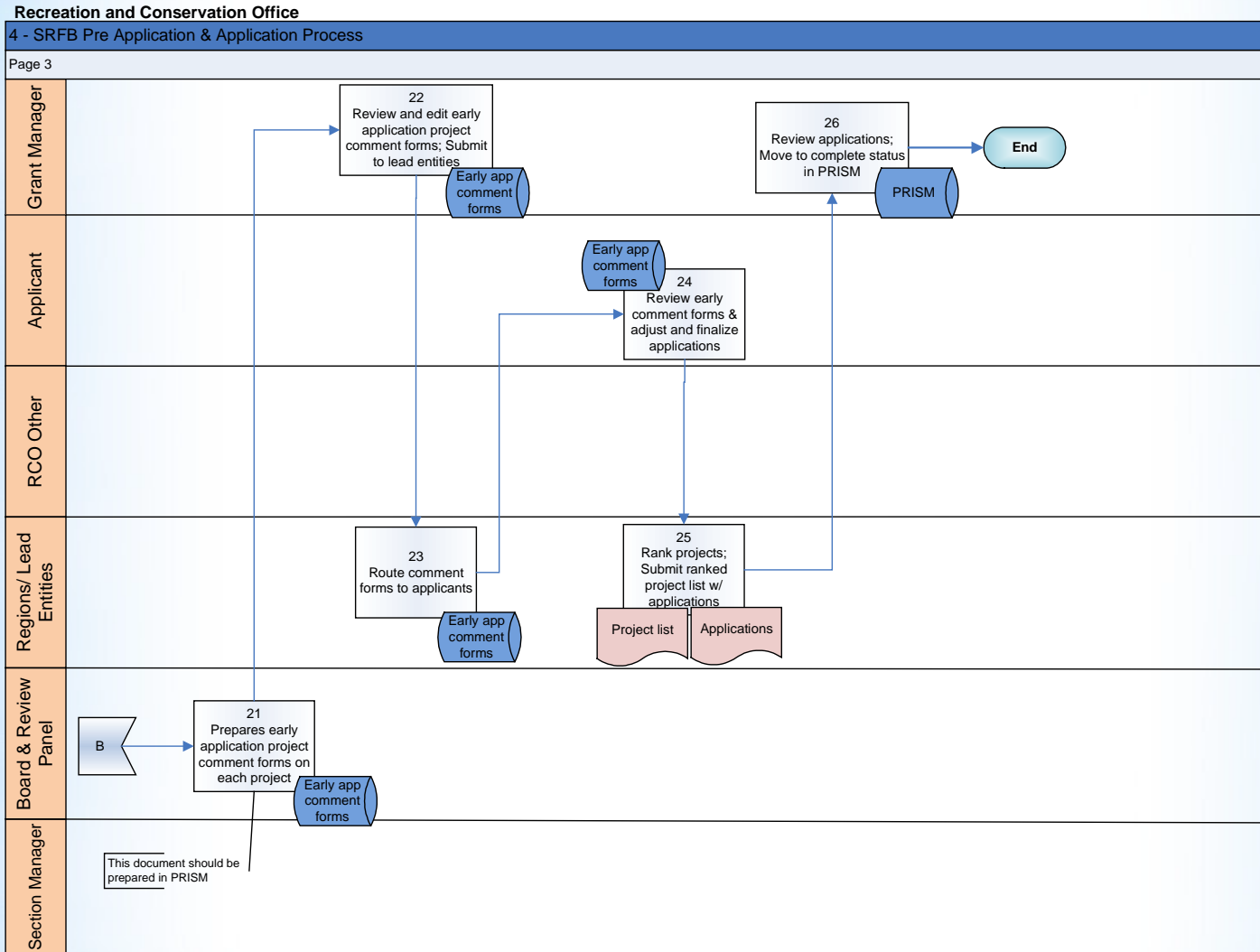
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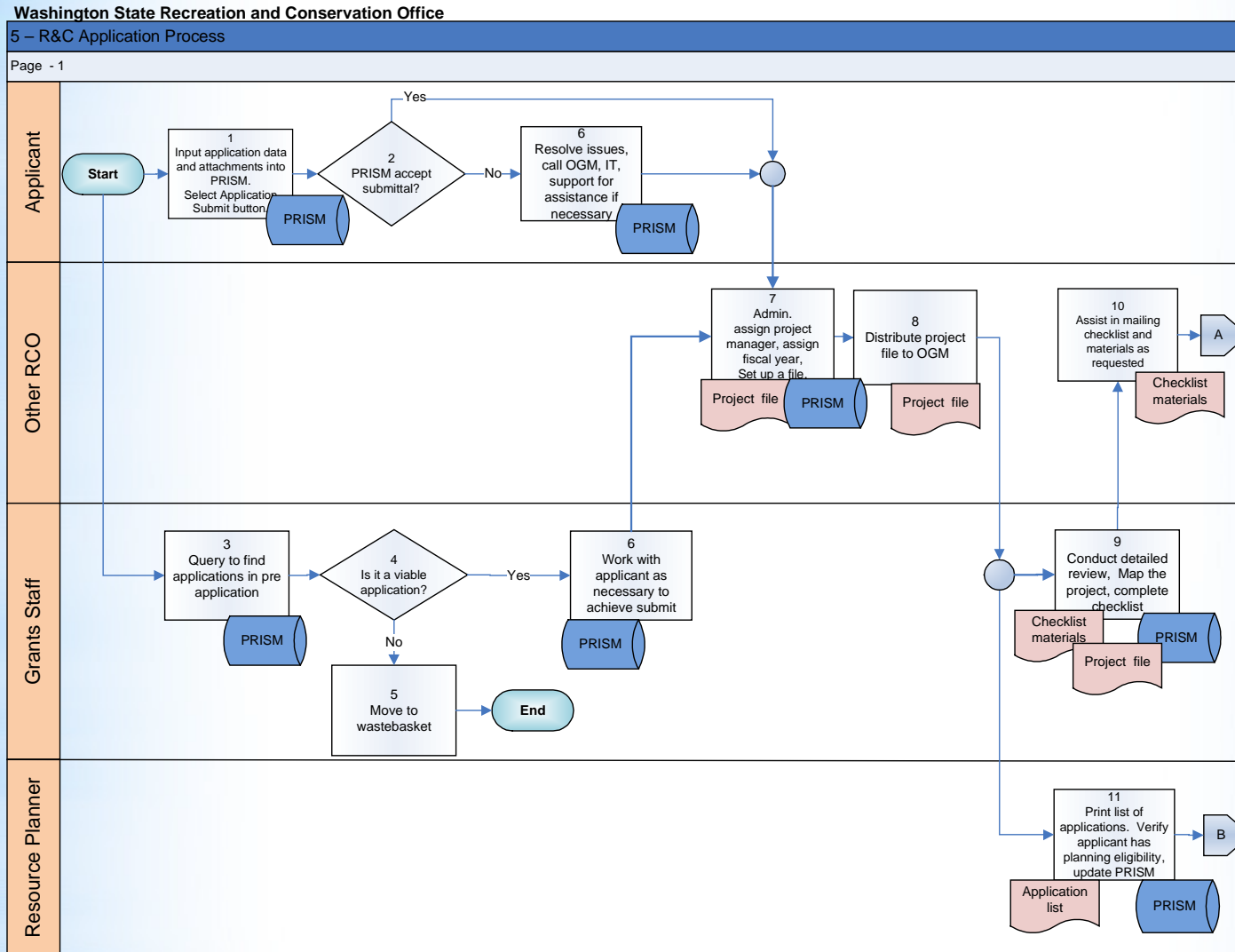
## Appendix C - As-is (current) Process Maps



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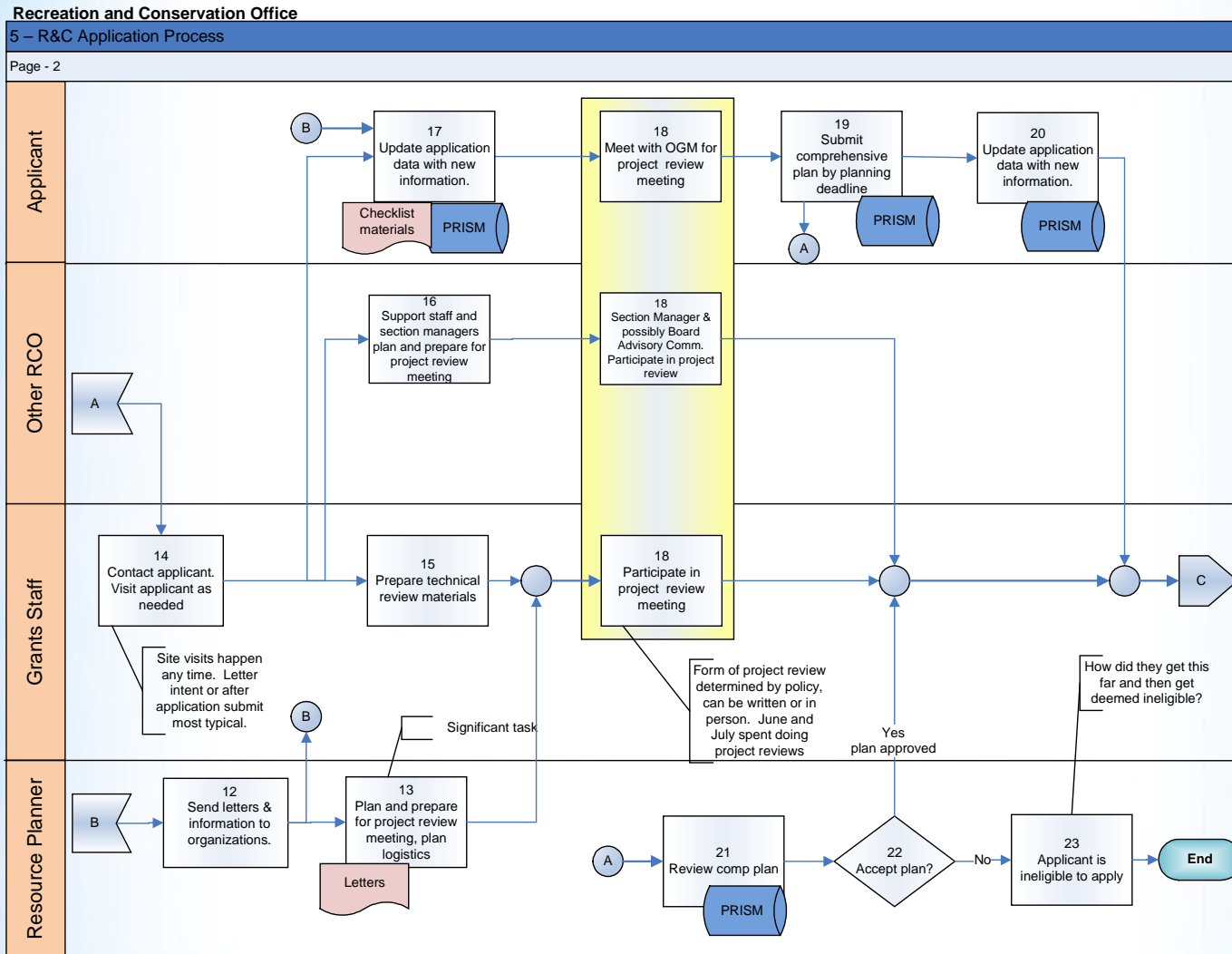


## Appendix C - As-is (current) Process Maps





## Appendix C - As-is (current) Process Maps

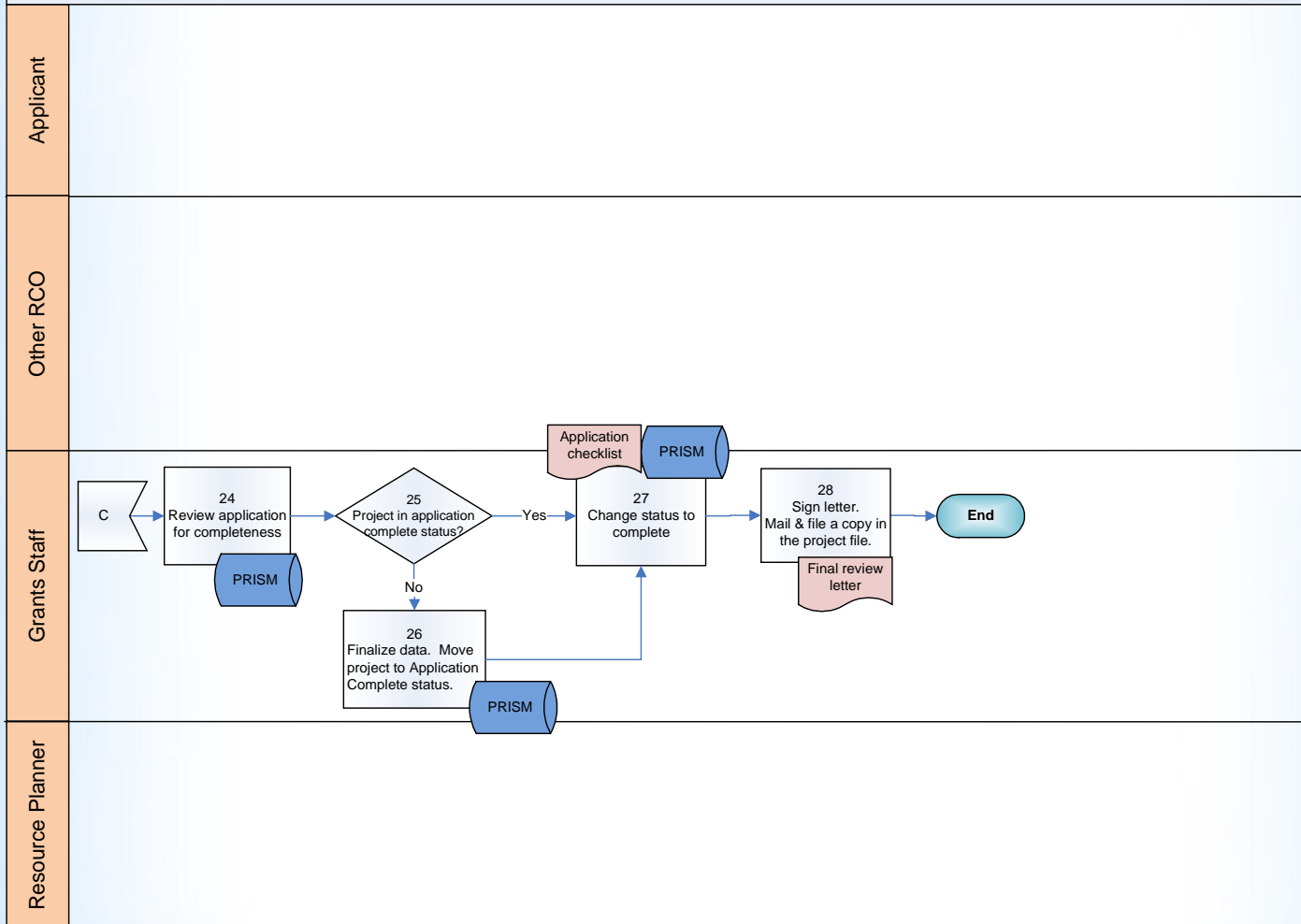


**Appendix C - As-is (current) Process Maps**

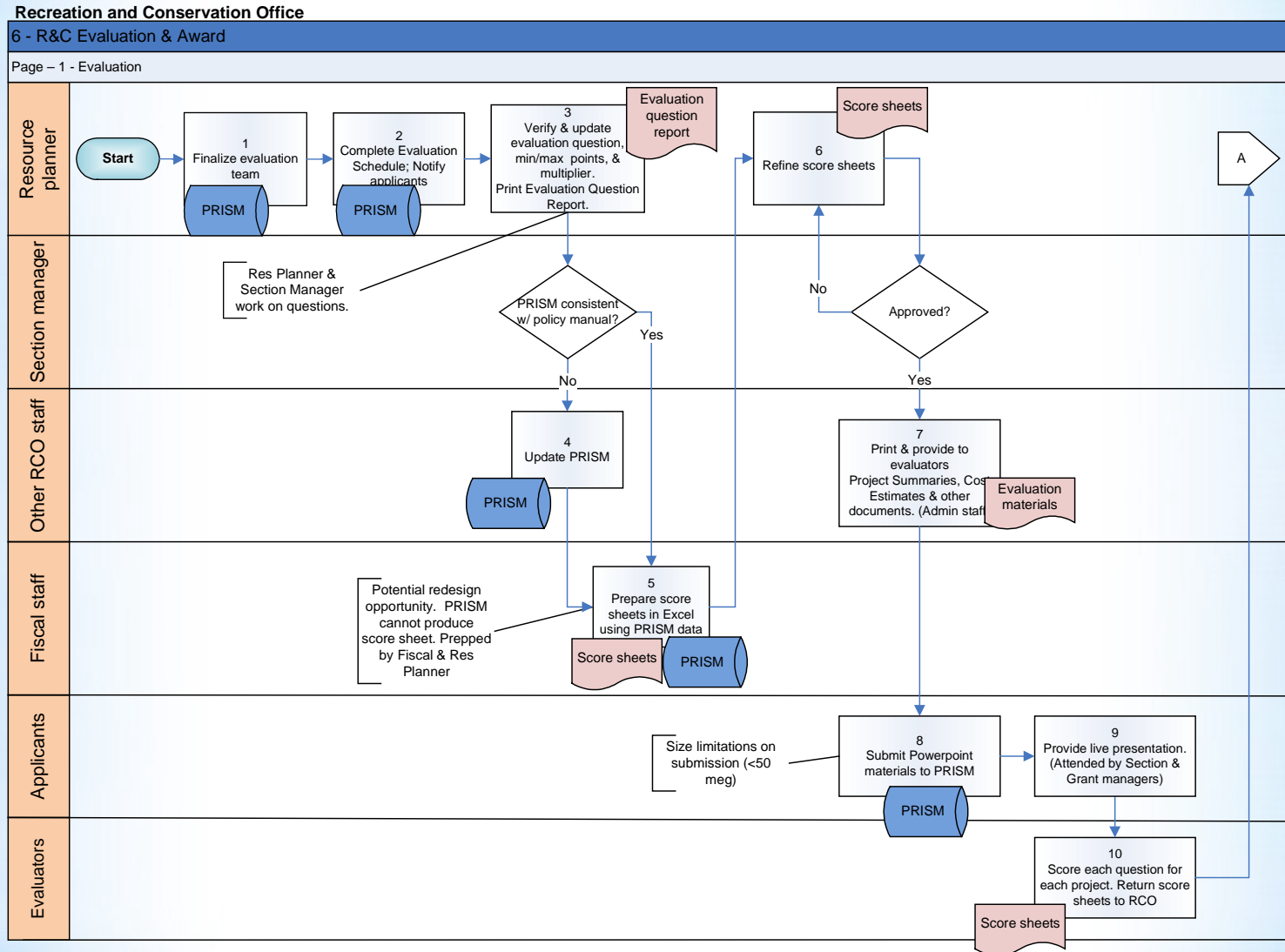
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5 – R&C Application Process

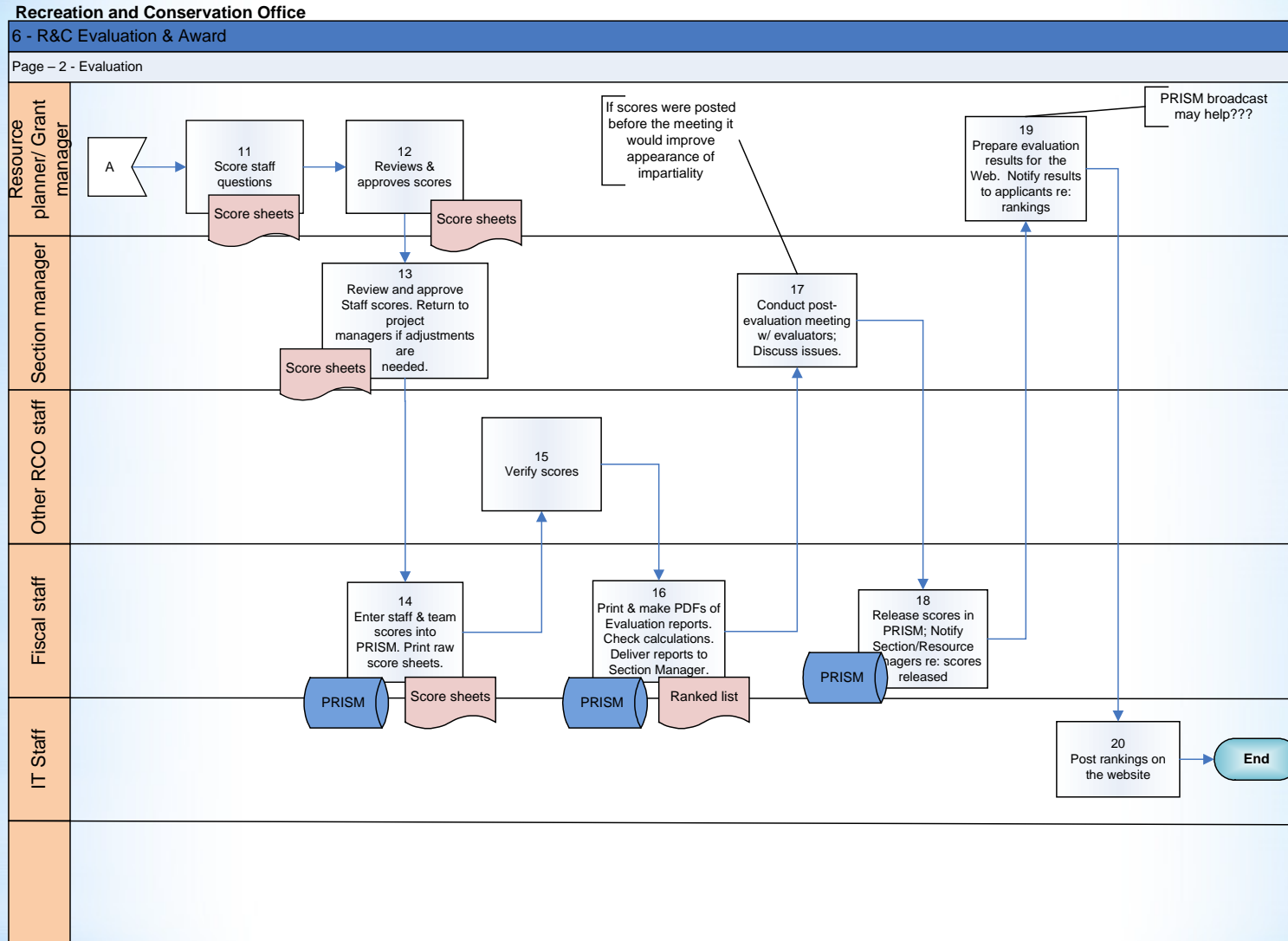
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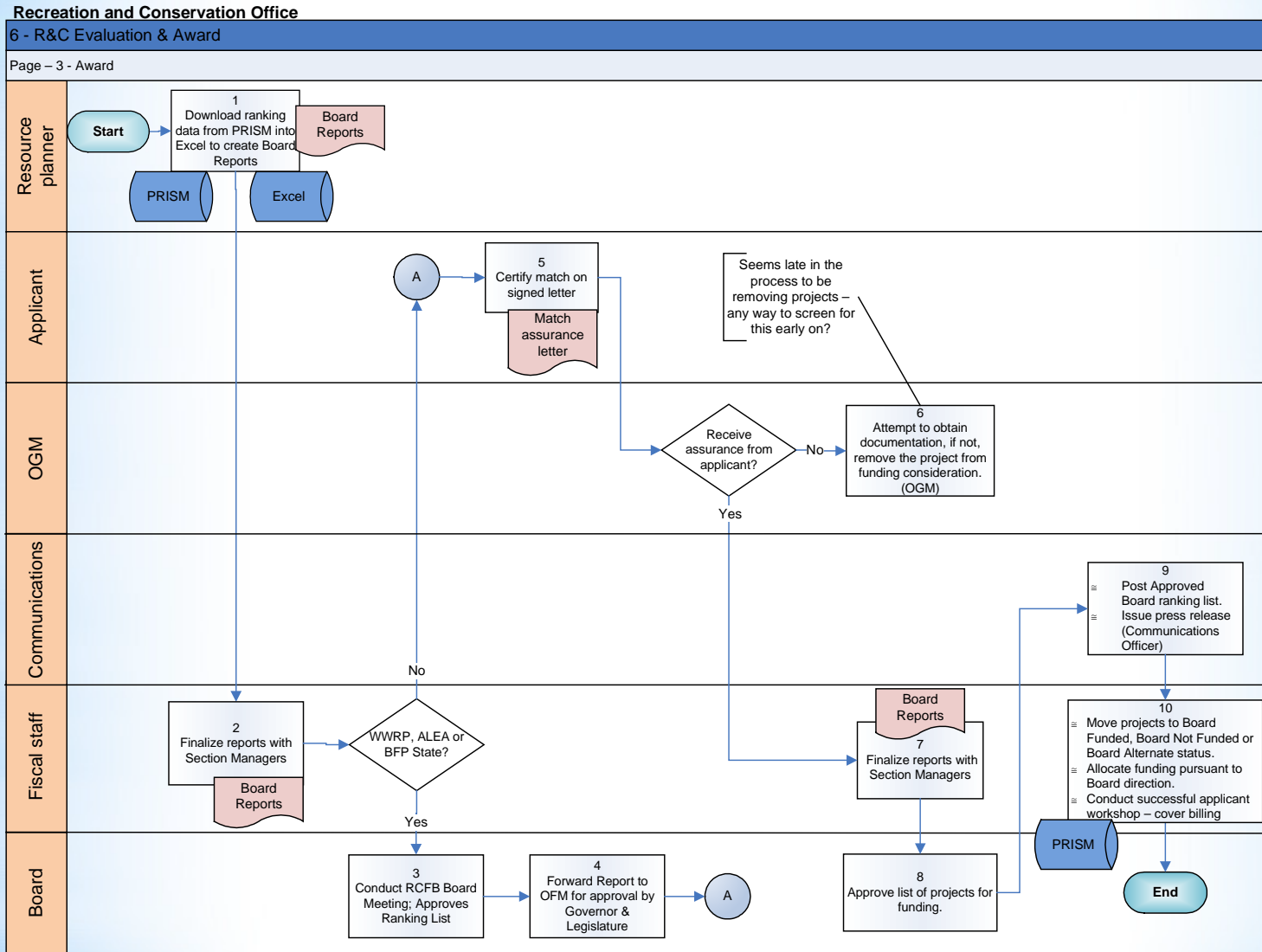
## Appendix C - As-is (current) Process Maps



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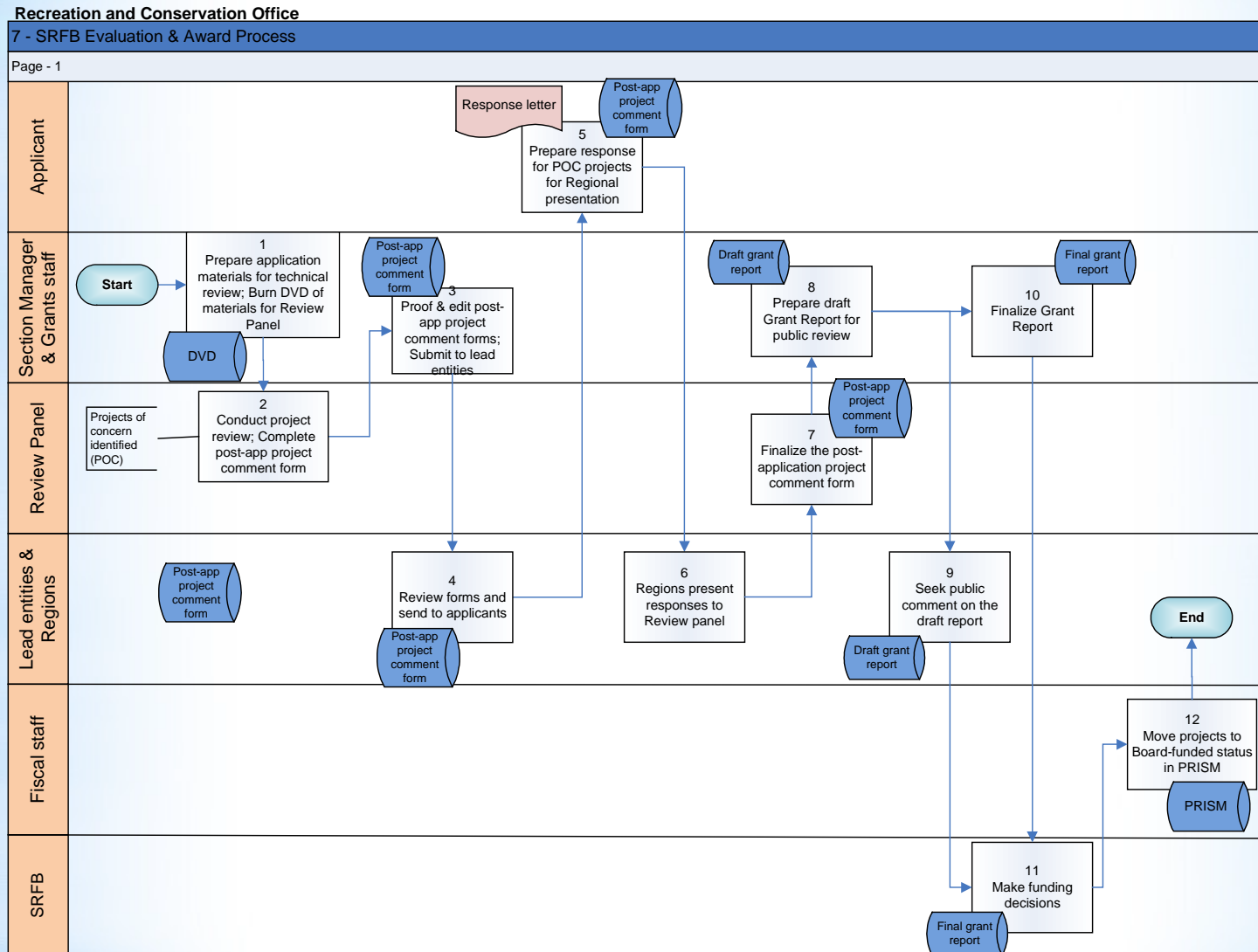


## Appendix C - As-is (current) Process Maps



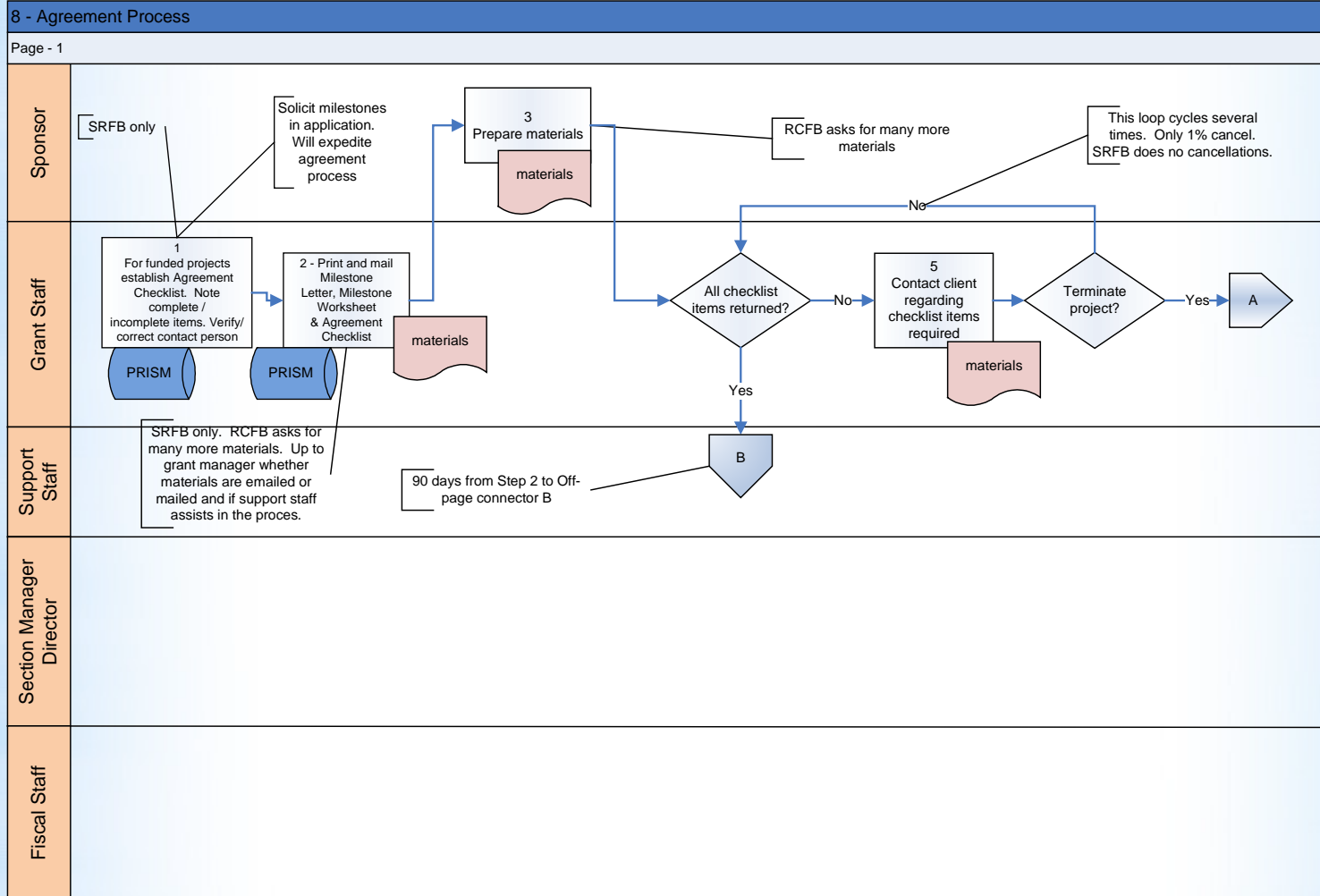


## Appendix C - As-is (current) Process Maps



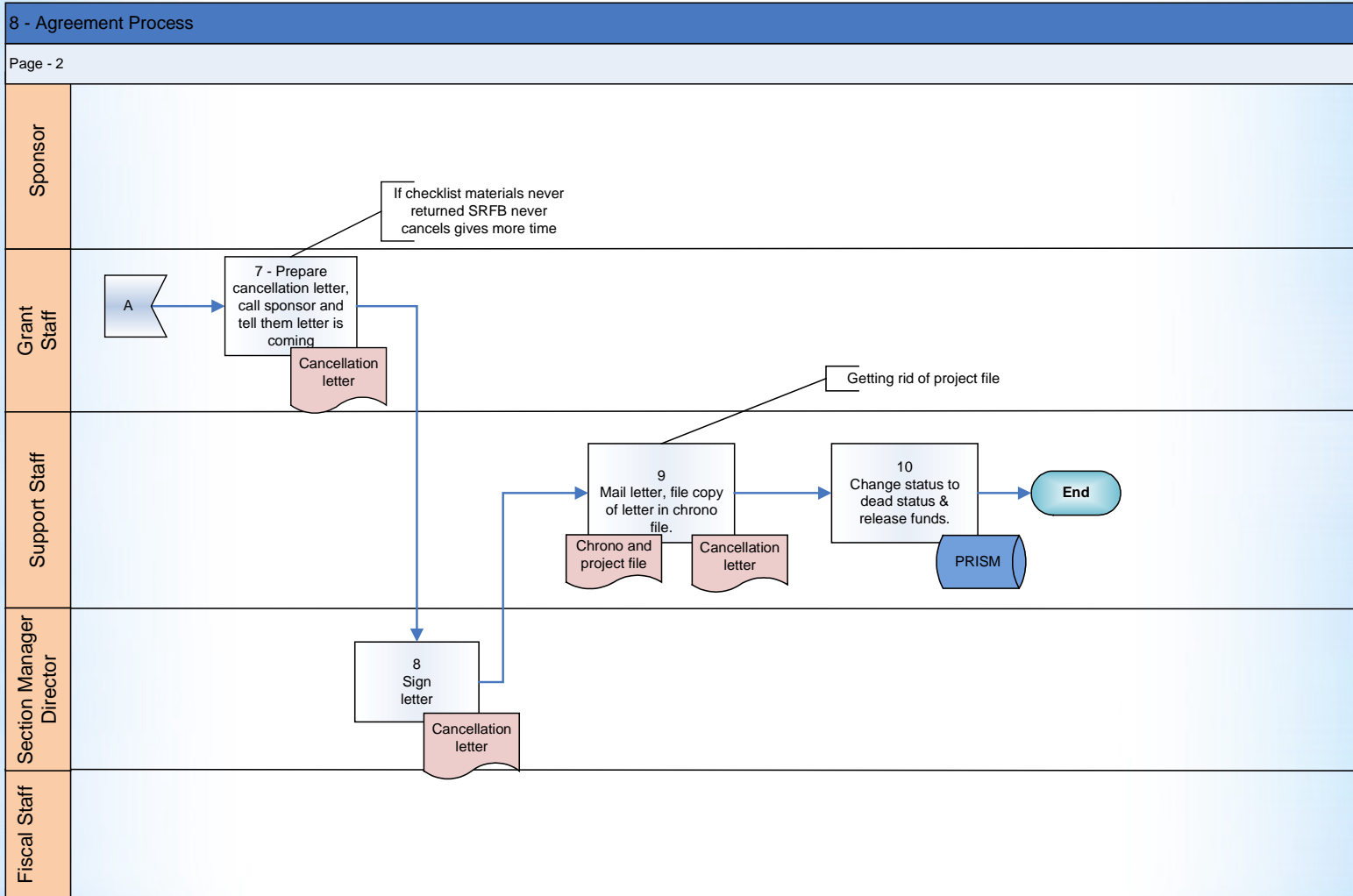
## Appendix C - As-is (current) Process Maps

### Washington State Recreation and Conservation Office



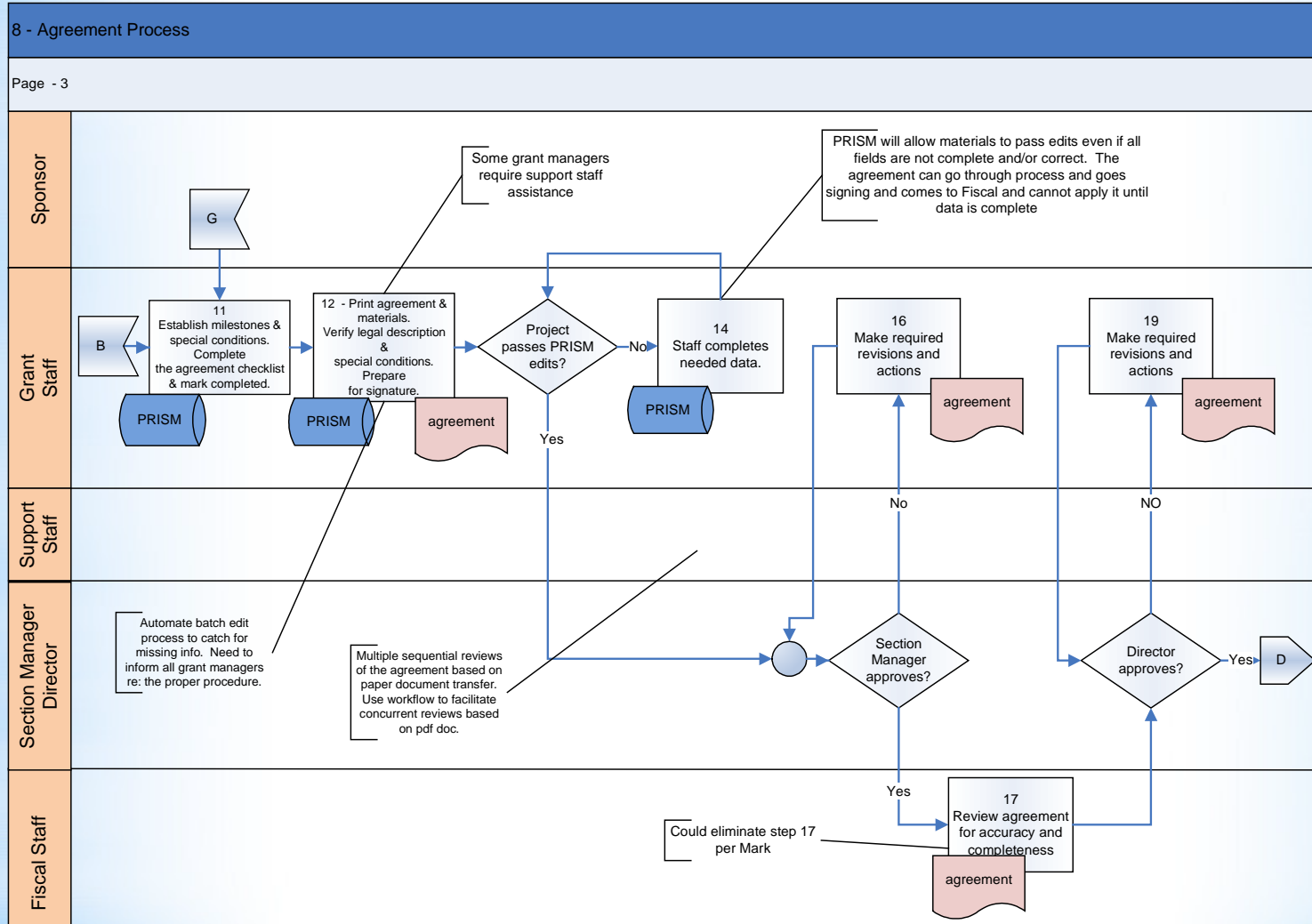
## Appendix C - As-is (current) Process Maps

### Washington State Recreation and Conservation Office



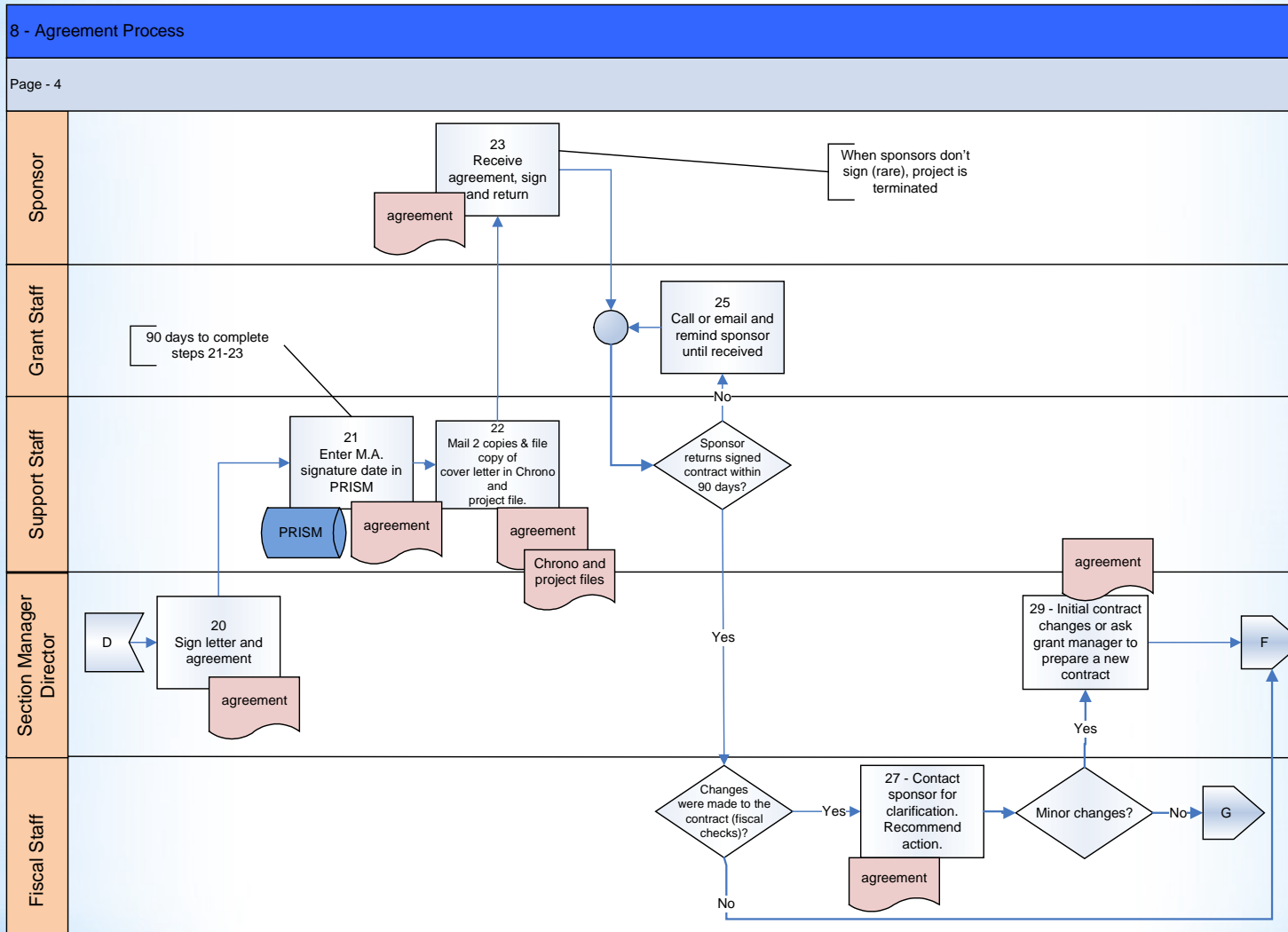
## Appendix C - As-is (current) Process Maps

Washington State Recreation and Conservation Office



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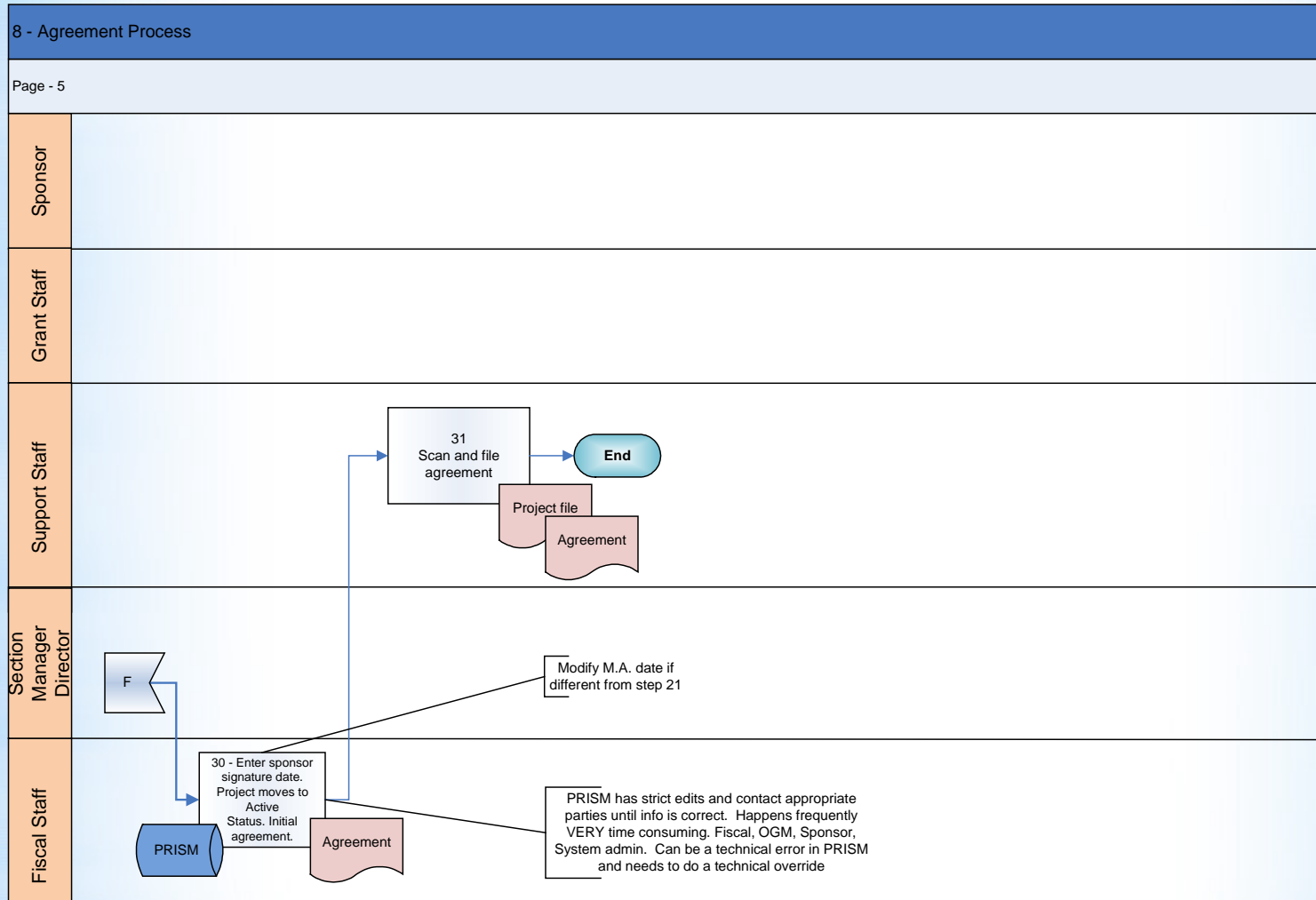
Washington State Recreation and Conservation Office





## Appendix C - As-is (current) Process Maps

Washington State Recreation and Conservation Office

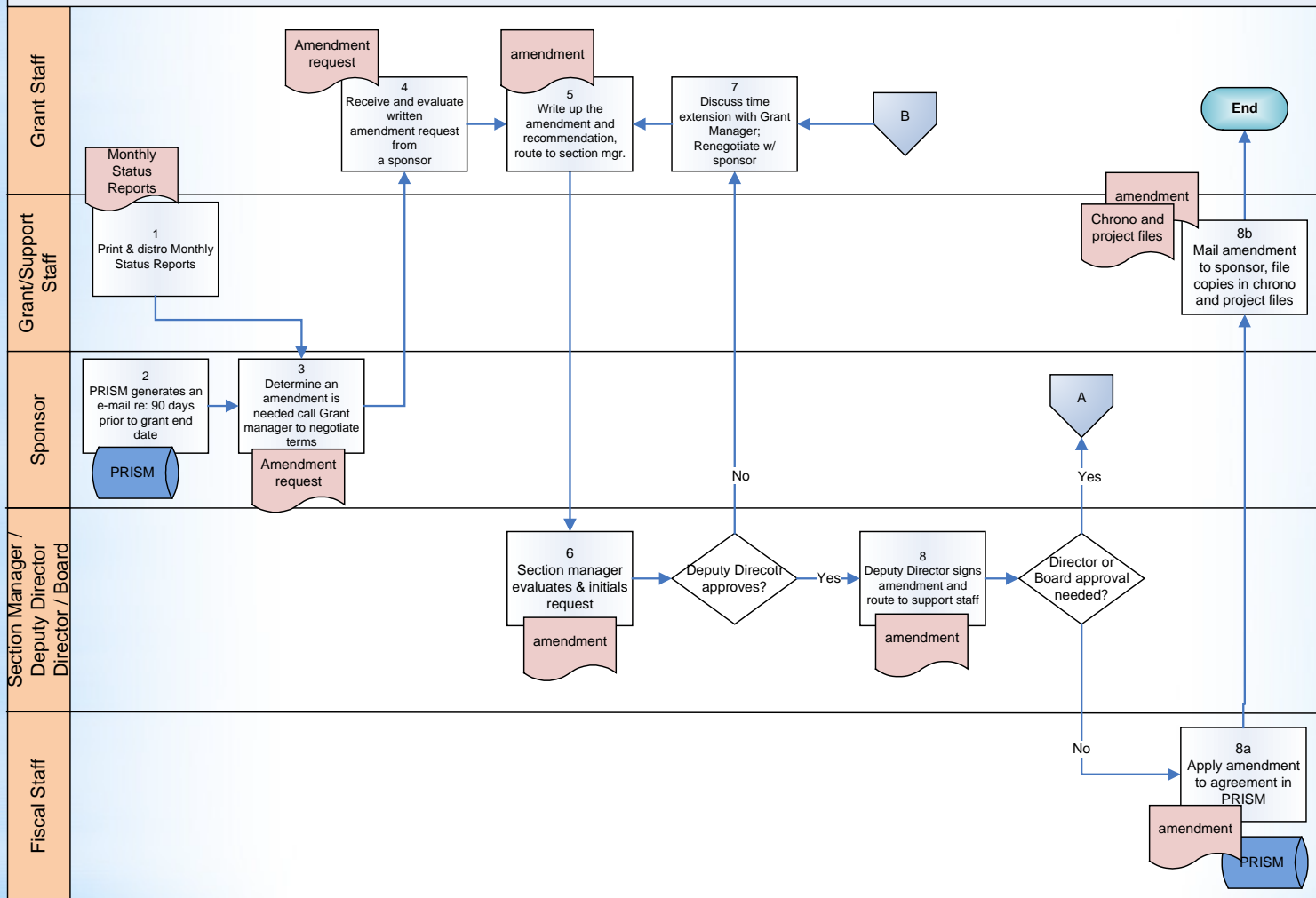


## Appendix C - As-is (current) Process Maps

### Washington State Recreation and Conservation Office

#### 9 - Time Extension Amendment Process

Page - 1

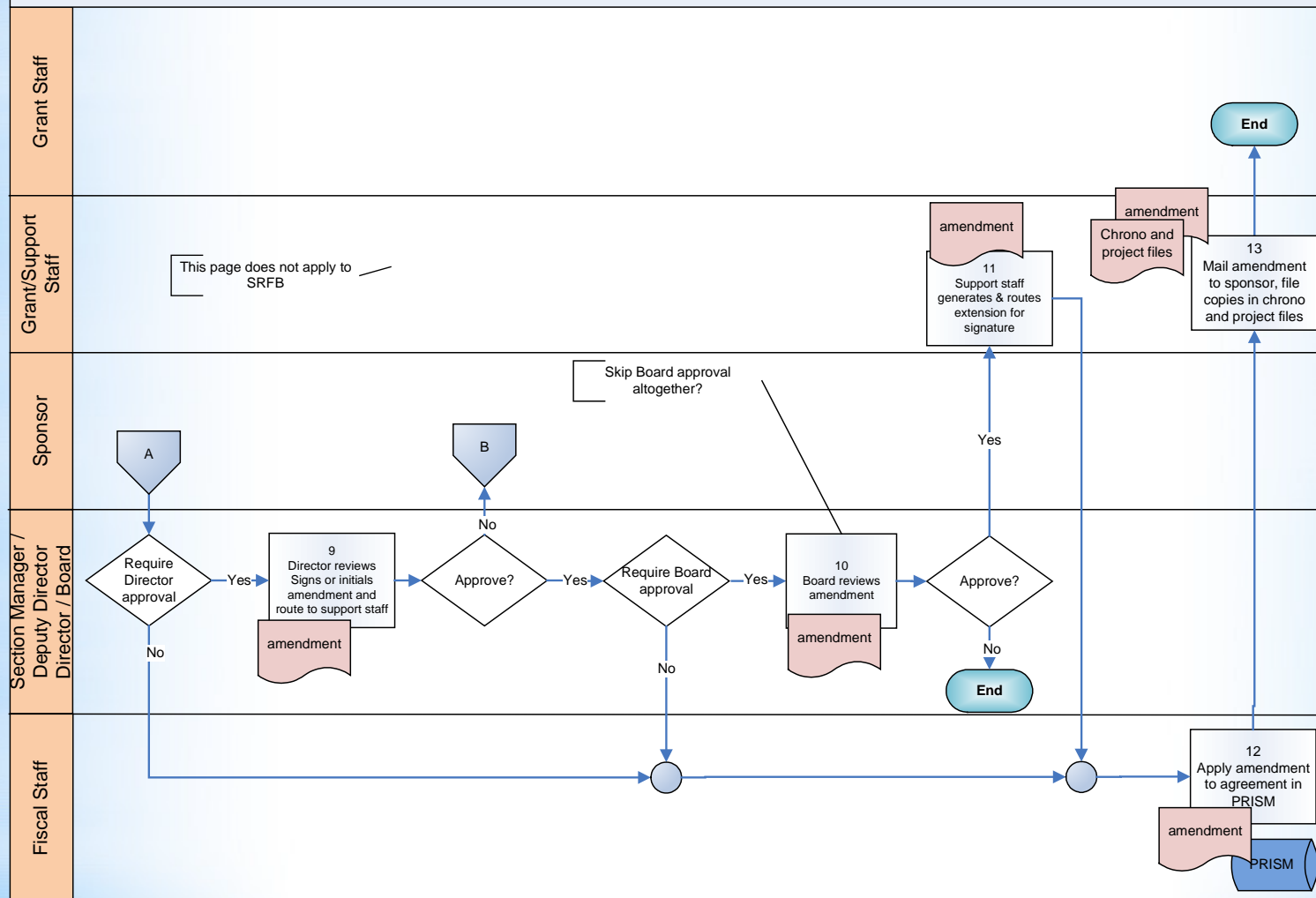


## Appendix C - As-is (current) Process Maps

### Washington State Recreation and Conservation Office

#### 9 - Time Extension Amendment Process

Page - 2

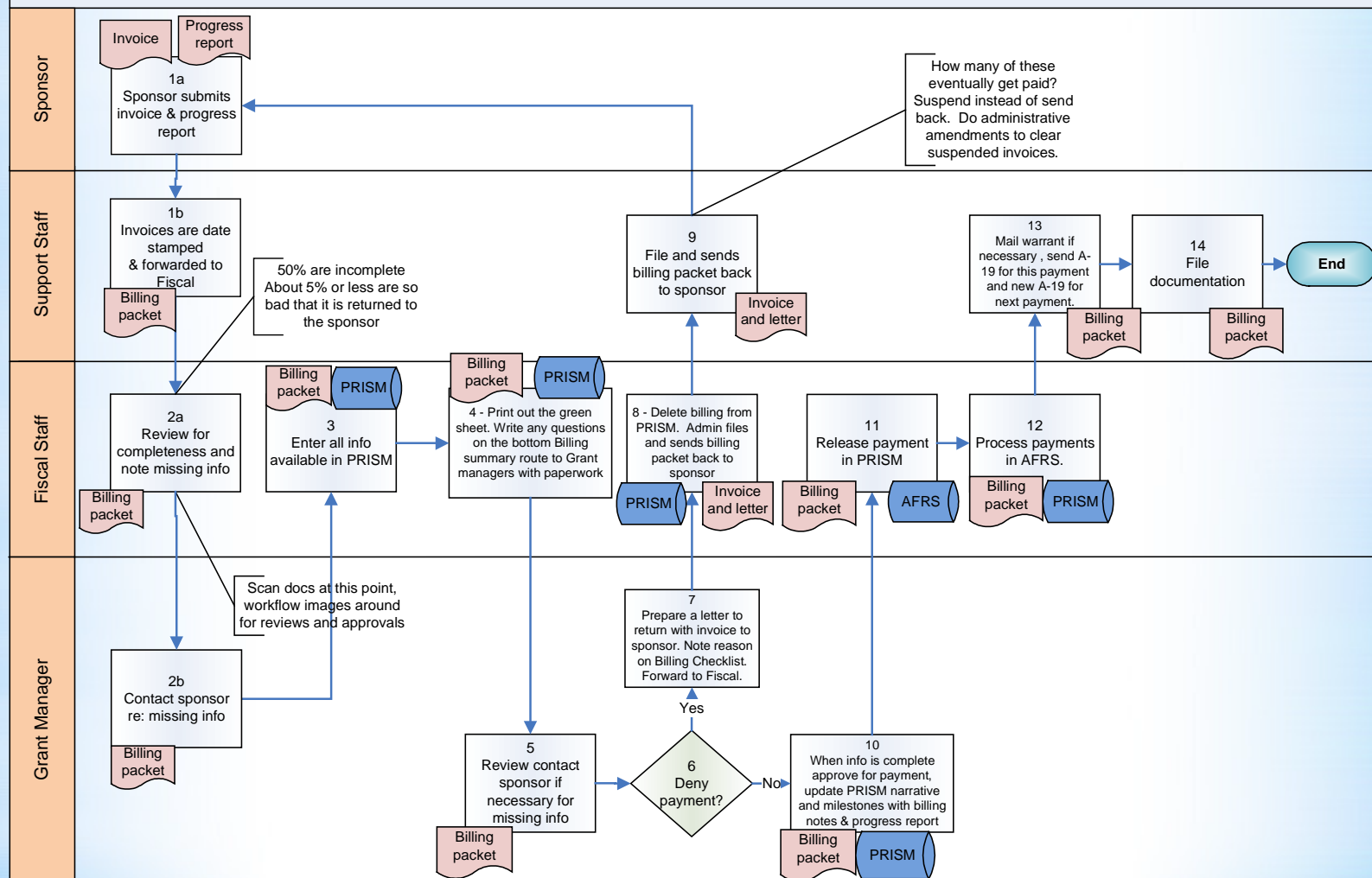


## Appendix C - As-is (current) Process Maps

### Washington State Recreation and Conservation Office

#### 10 - Interim Reimbursement Process

Page 1

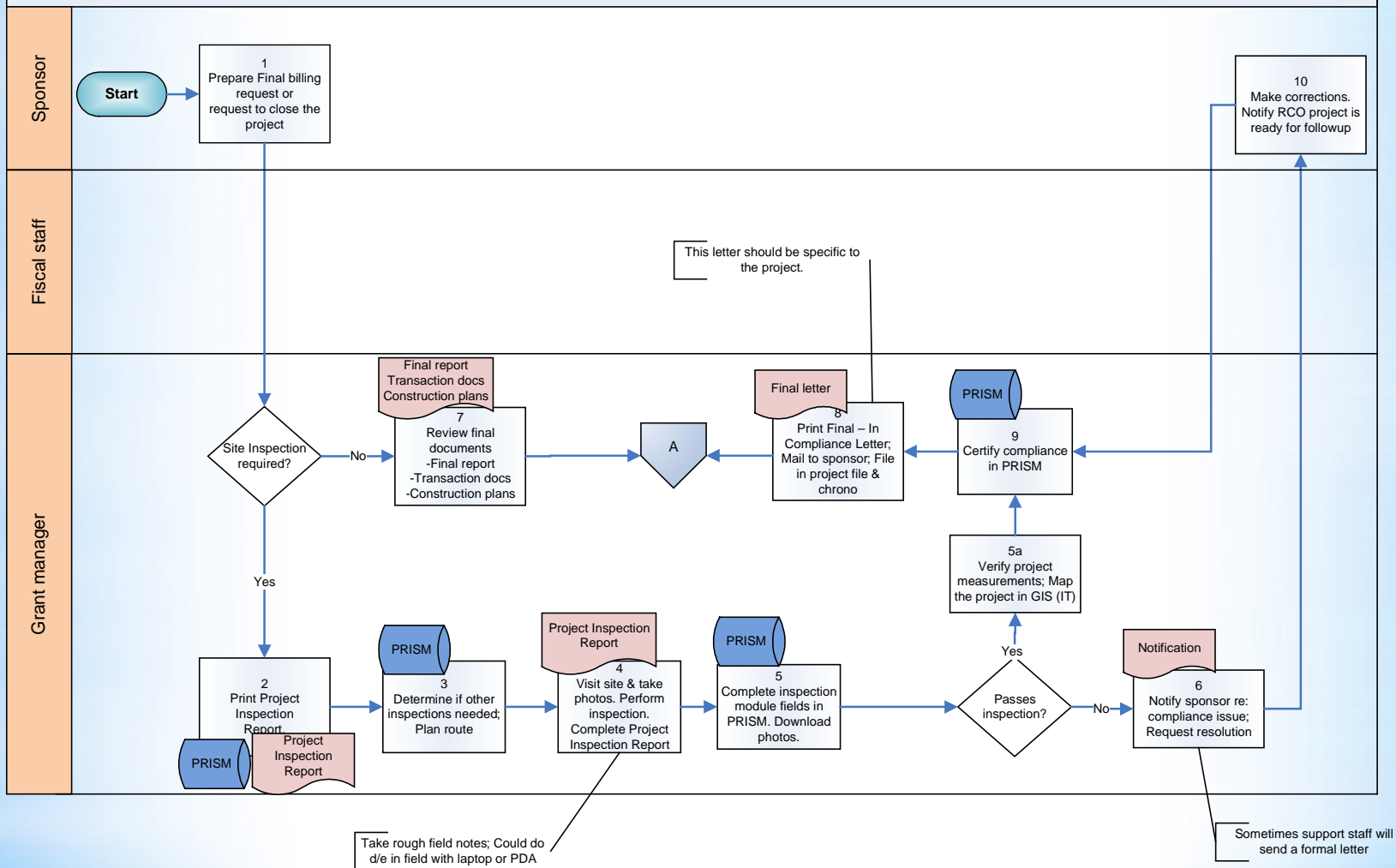


## Appendix C - As-is (current) Process Maps

### Recreation and Conservation Office

#### 11 - Project Closeout

Page - 1



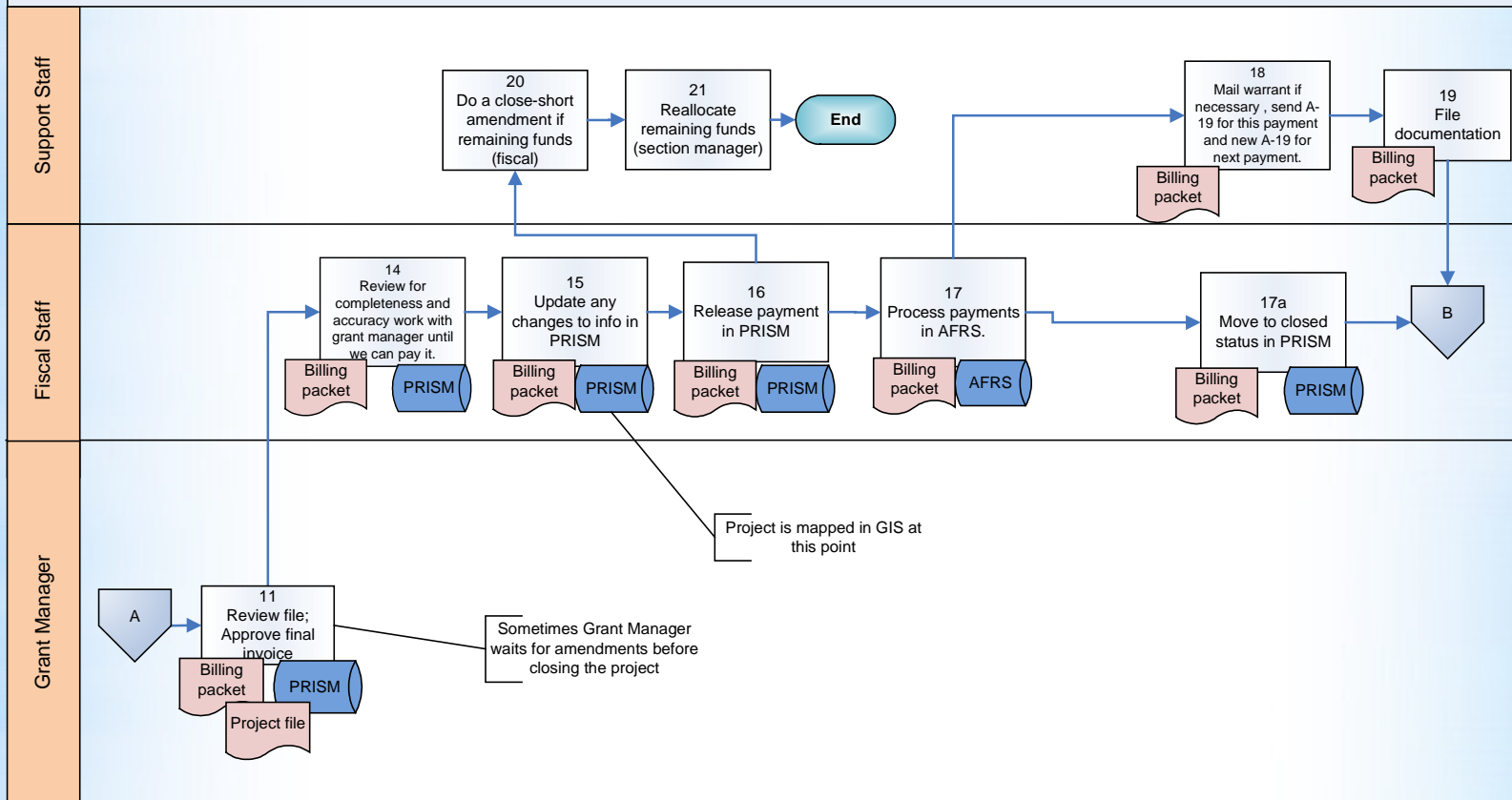


## Appendix C - As-is (current) Process Maps

### Washington State Recreation and Conservation Office

#### 11 - Project Closeout

Page - 2

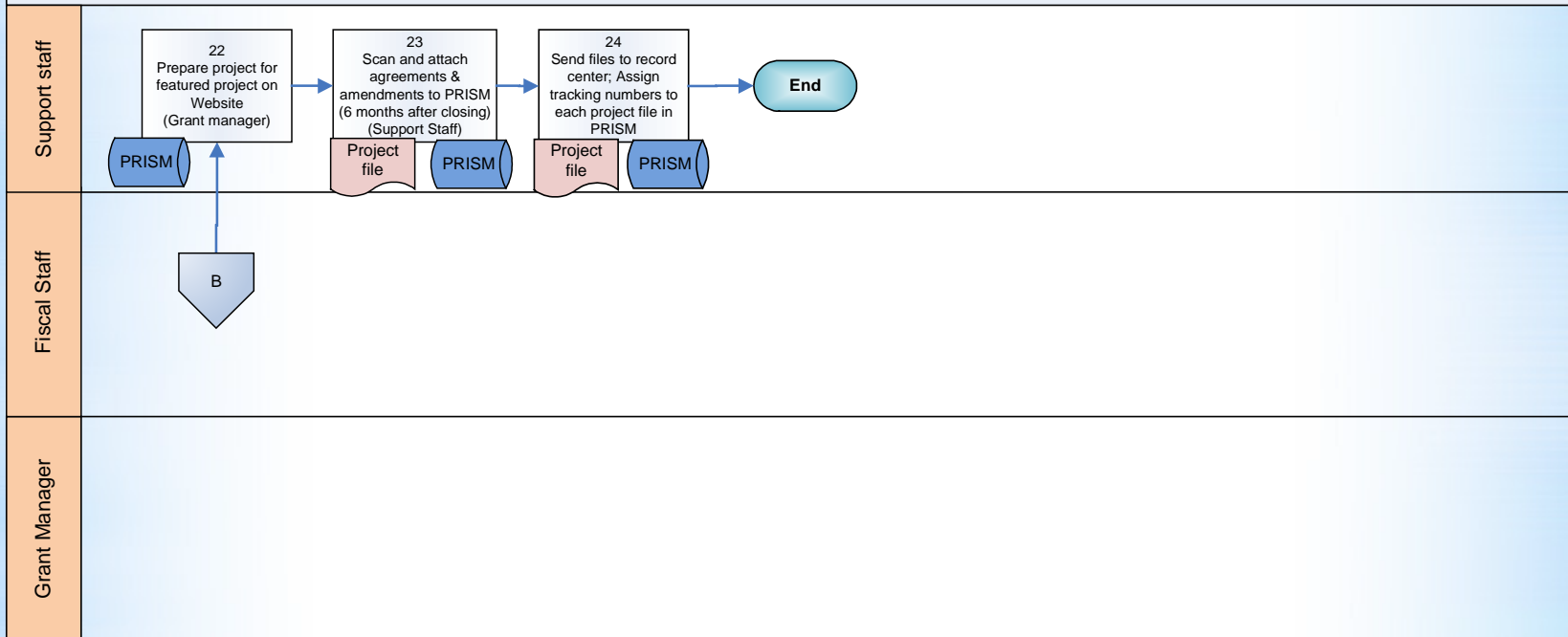


## Appendix C - As-is (current) Process Maps

### Recreation and Conservation Office

#### 11 - Project Closeout

Page - 3

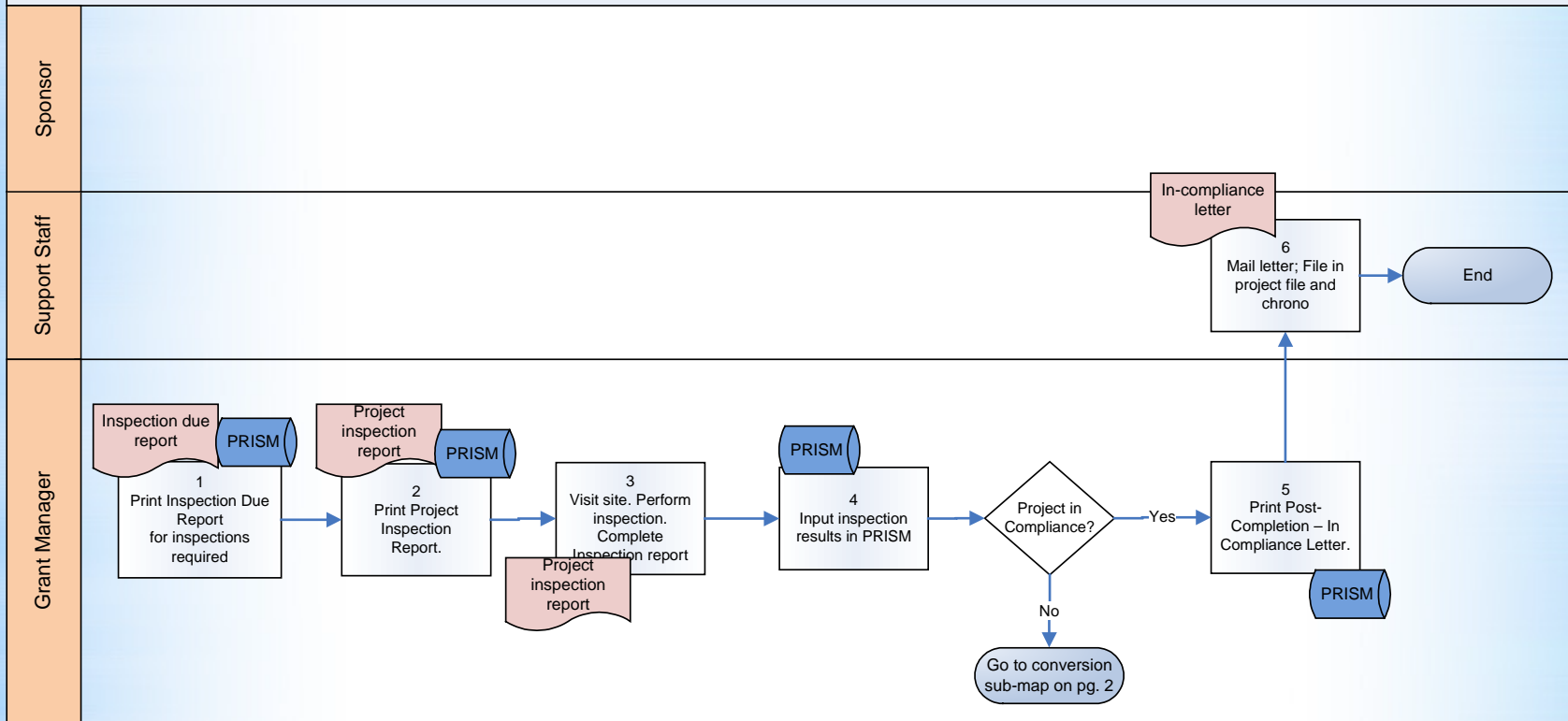


## Appendix C - As-is (current) Process Maps

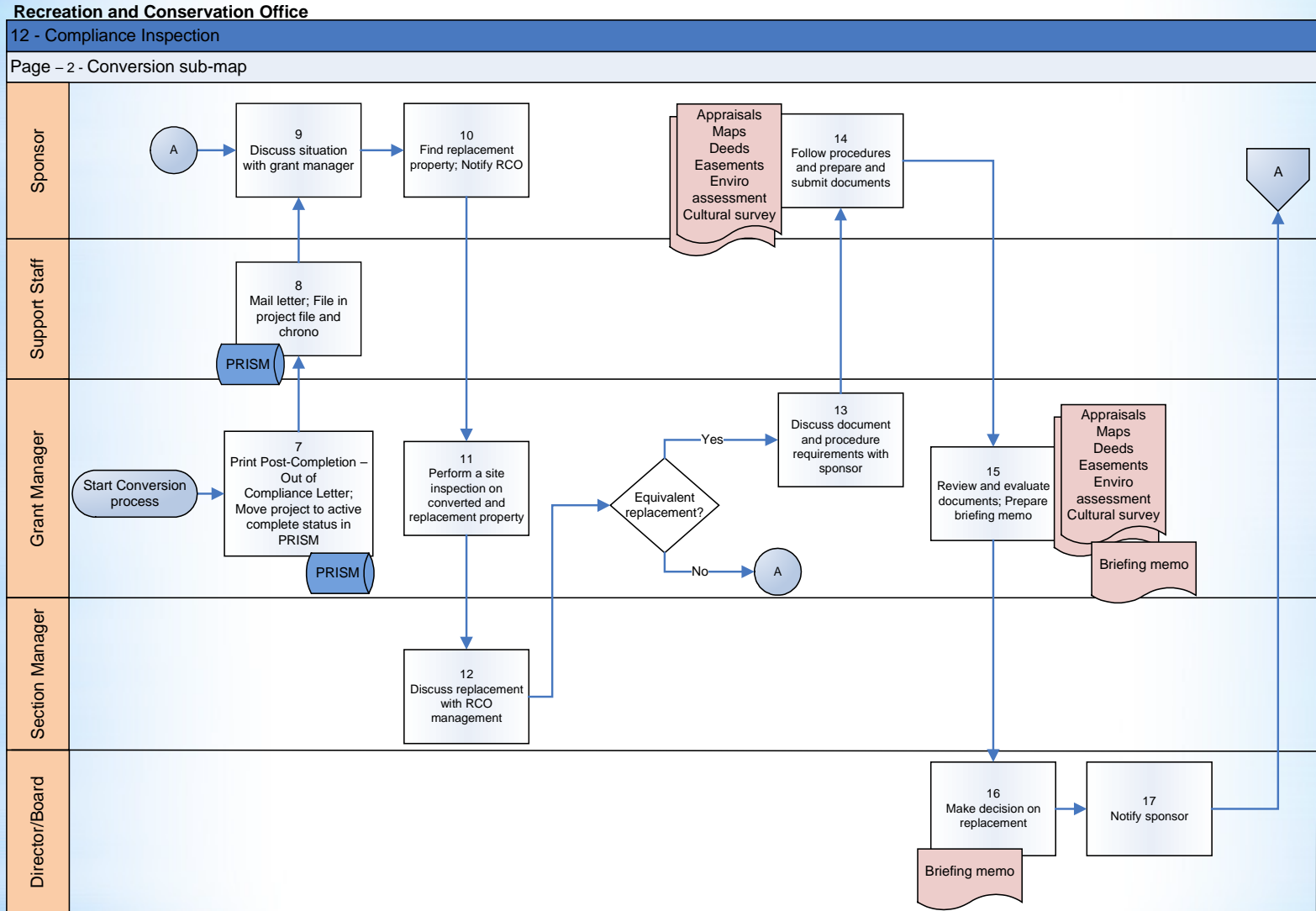
### Recreation and Conservation Office

#### 12 - Compliance Inspection

Page - 1



## Appendix C - As-is (current) Process Maps



## Appendix C - As-is (current) Process Maps

### Recreation and Conservation Office

#### 12 - Compliance Inspection

#### Page – 3 - Conversion sub-map

